ptember-October, 1957

POLICE

Journal Devoted to the Professional Interests of All Law Enforcement Personnel

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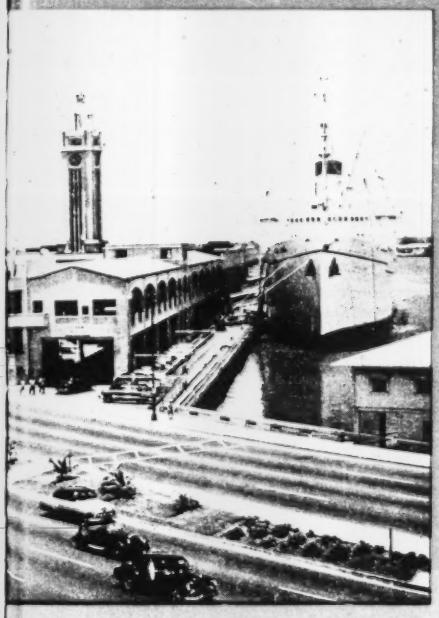

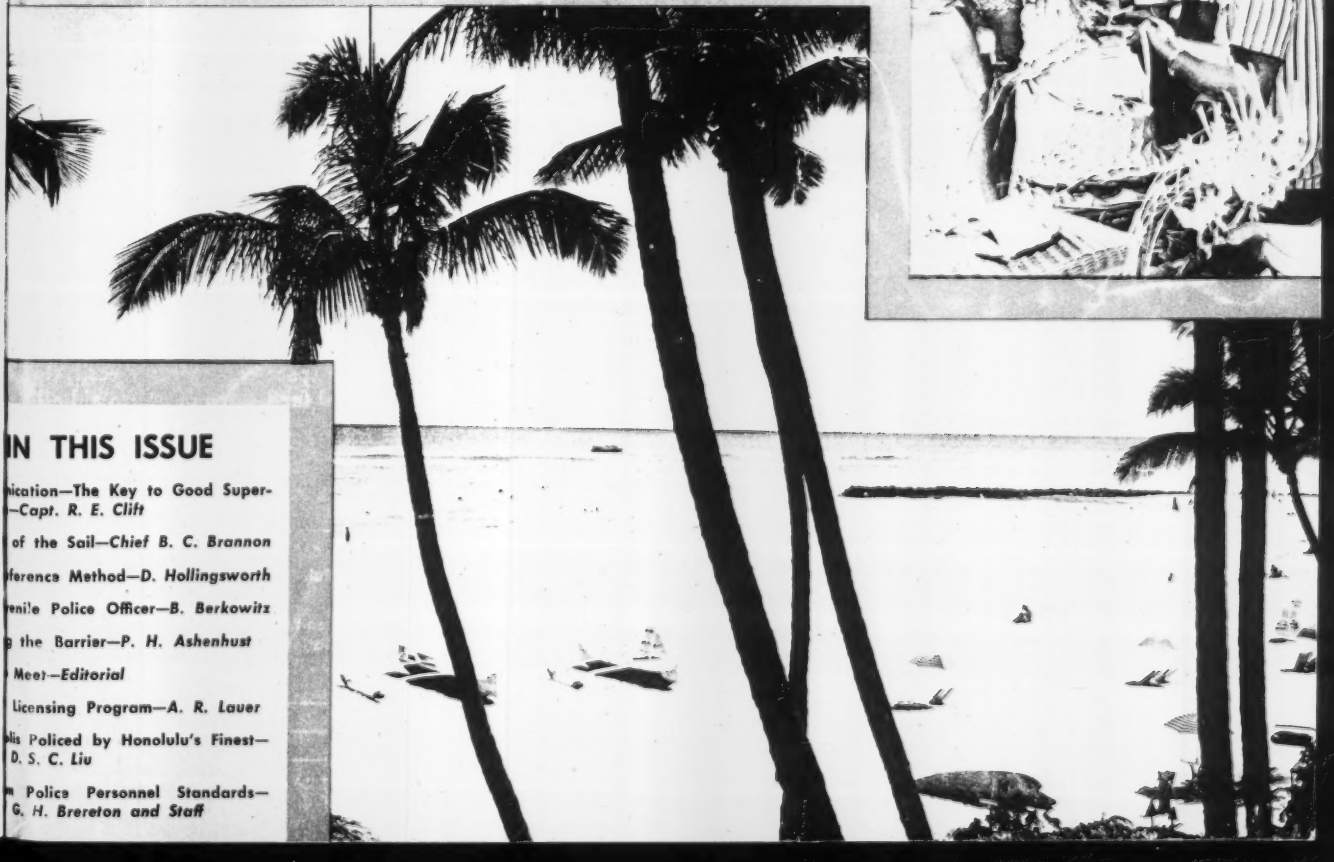

IN THIS ISSUE

...ication—The Key to Good Super-...—*Capt. R. E. Clift*

... of the Sail—*Chief B. C. Brannon*

...ference Method—*D. Hollingsworth*

...enile Police Officer—*B. Berkowitz*

...g the Barrier—*P. H. Ashenhust*

... Meet—*Editorial*

... Licensing Program—*A. R. Lauer*

...lis Policed by Honolulu's Finest—*D. S. C. Liu*

... Police Personnel Standards—*G. H. Brereton and Staff*

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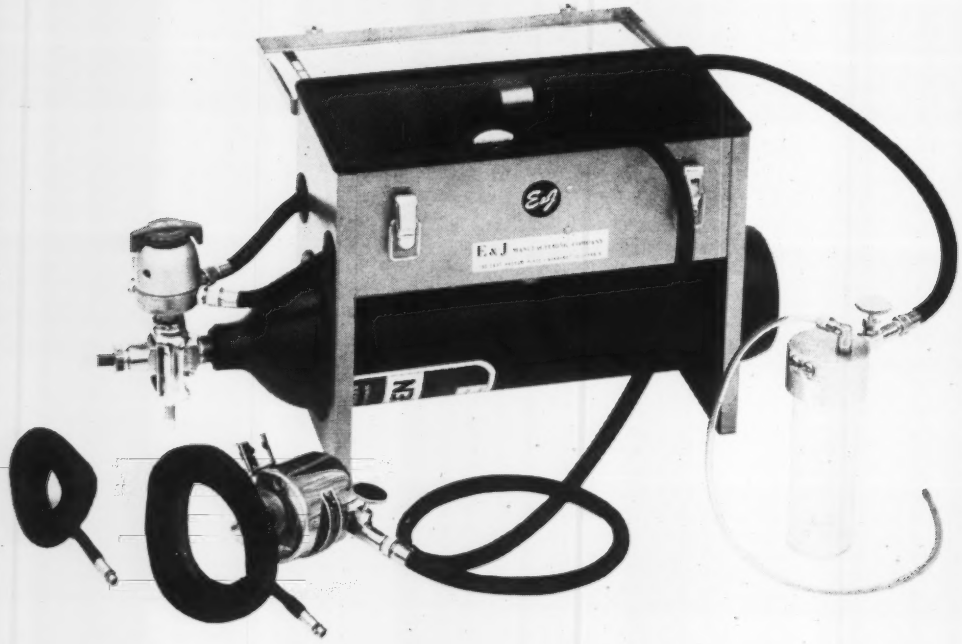

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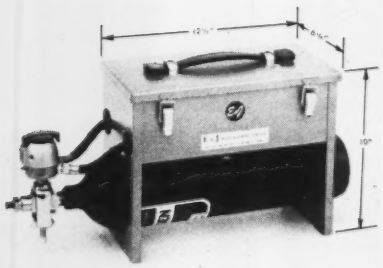

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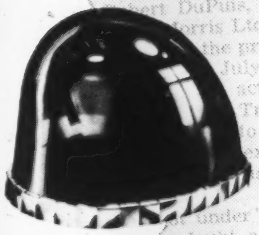

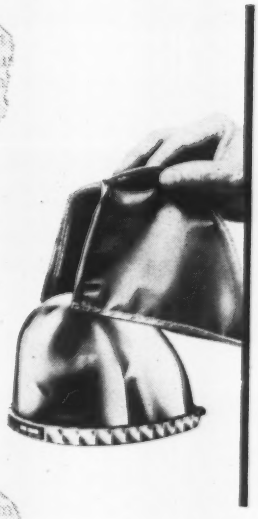

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A Journal Devoted to the Professional Interests of All Law Enforcement Personnel

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CONTENTS

	Page
Communication—The Key to Good Supervision—*Captain Raymond E. Clift*	7
The Set of the Sail—*Chief Bernard C. Brannon*	10
The Conference Method—A Stimulant for Police Management and Training—*Dan Hollingsworth*	18
California Studies Mandatory Minimum Police Personnel Standards—*Chief George H. Brereton and Staff*	25
A Cosmopolitan Metropolis Policed by Honolulu's Finest—*Chief Daniel S. C. Liu*	29
International Association of Chiefs of Police to Meet	34
The Juvenile Police Officer—*Bernard Berkowitz*	37
Crashing the Barrier—*Inspector Paul H. Ashenhust*	39
In Case You're Traffic Minded Improvement of the Drivers' Licensing Program—*A. R. Lauer*	45
Polygraph and Interrogation—*Edited by Robert D. Steel*	55
Indicated Research in the Field of Deception Detection—*V. A. Leonard*	55
News and Announcements	60

Regular Departments

IN CASE YOU'RE TRAFFIC MINDED. Original articles and timely information about our Number 1 problem. See page 45.

POLYGRAPH AND INTERROGATION. Research developments, new techniques, procedures, and related subjects concerned with interrogation. See Page 55.

IT'S NEW! A preview of new products, techniques, and materials for use in law-enforcement. See next issue.

NEWS AND ANNOUNCEMENTS of interest to all law enforcement personnel. See page 60.

Cover Picture

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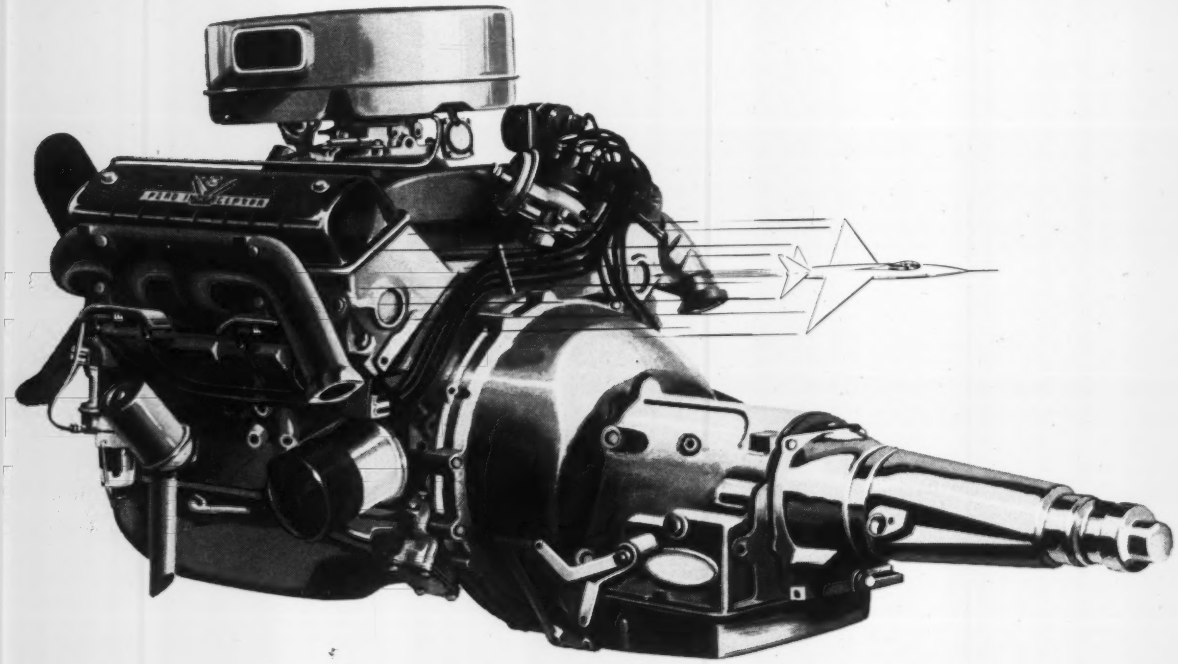

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Communication—The Key to Good Supervision

By Captain Raymond E. Clift

EDITOR'S NOTE: *For nineteen years, Mr. Clift was a member of the Cincinnati Police Department. During the last four years, he held the rank of Supervising Captain and was Superintendent of the Police Academy. He taught not only in the Cincinnati Police Department but at the Southern Police Institute, Northwestern Traffic Institute and the National Police Academy. As a veteran police officer, safety expert and practicing lawyer, he has spoken before hundreds of organizations in Cincinnati and in other cities. His interests include all phases of accident prevention and in particular, those dealing with law enforcement about which he has written a book, entitled,* A GUIDE TO MODERN POLICE THINKING, *which should be in the personal library of every police officer.*

Mr. Clift is Training Officer for the Ohio First Area Civil Defense Corps and in that capacity, he has made an extensive study of Civil Defense problems. He visited England, France and Germany for this purpose in 1952, and again he visited Europe in 1946, in connection with his study of Civilian Defense. He is today Executive Director of the Greater Cincinnati Safety Council.

SOME time ago a mother complained to me about her twelve year old boy, and about her inability to get him to do a number of things around the house. It seems he would do them eventually but only after being reminded several times. "It seems," she said, "that he simply does not comprehend what I say. I'll bet I have told him a dozen times about his chores and still I have to get after him every time about them."

I sympathized with my neighbor but, actually, I couldn't give her much comfort in this situation. I know the young fellow, and he's a good boy. His interests, though, are like those of many other youngsters and such weaknesses as he has, won't be cured by dwelling upon them the way his mother is inclined to do. The trouble with him is that HIS interests do not lie in the same direction as his MOTHER'S interests, and when she talks to him about THEM he simply is not "tuned in to her." In other words, his span of attention is very narrow in these matters and, since his mother's communication does not get through to him, he takes little or no action on the matter discussed.

Our first reaction might be that a thing like this is peculiar to a child and is something we overcome as we grow older. Actually, this manner of behaviour is common to us throughout life. People won't pay attention to things outside their fields of interest and, if we talk to them without taking full cognizance of this inattention, we are just wasting our breath in trying to get a message across to them. They won't be stirred by what we say.

Those of us in supervision should be especially mindful of this problem. Since it's our job to motivate people—to get them to work—we should be familiar with all forms of communication and of the difficulties we might experience in each. We must make up for the inevitable lack of interest on the part of our subordinates by such directness and clearness in our communication media that there can't possibly be any misunderstanding on what is to be done. One thing, in particular, we should give special attention to is this matter of effective speech.

Proficiency in the use of English has not always been appreciated by policemen. Many of them think of correct language as something reserved for the doctor, lawyer, teacher or some other person supposedly high in public life. Actually, these people comprise but a small number of the many persons who should speak well. The policeman, dealing with all segments of the public life and being in a position where he not only can control people but MUST control them, needs effective speech every day. The police supervisor perhaps needs it more than any one for whether the man on the beat does his job at all often depends on the kind of spoken direction he has received from above.

It is said that Demosthenes and Aeschines, two of the great men of ancient Greece, were one time talking about speech when Aeschines said, "When I address the people they always cry, 'How well he speaks' but when you address them, they cry, 'Let us march against Philip.'" That's the kind of effective speech the supervisor needs. He wants his men to "march" against crime and against the daily crime inducing situations they find in their territory. The lieutenant's or sergeant's communication then must be one of directness—and it must produce action—if we're going to think of it as effective and helpful in this matter of supervision.

Why are so many police supervisors ineffective in their speech? The answer is simple. They forget the purpose of words is to transmit a thought from the mind of one person to the mind of another, and to have something happen as a result of it. Instead of this basic treatment, you often find them speaking for affect only. Thus, the boss will speak over the head of his subordinate using big words wholly foreign to the subordinate, but which sound

Address: Mr. Raymond E. Clift, Executive Director, Greater Cincinnati Safety Council, Inc., 1718 Union Central Building, Cincinnati 2, Ohio.

He is not tuned in to what his mother is saying.

good to the speaker. Some one has branded this kind of gibberish as "goozling." It seems like an appropriate name for the confused situation it produces.

Many new supervisors suddenly vaulted into positions of authority in their departments make the mistake of "goozling." Evidently they feel that their new position demands that they exhibit a superior knowledge and this they do through the use of big words. Consider a few of these and you will see how ineffective they can be. A sergeant described a "pugilistic encounter" he had "witnessed" between two school boys, saying he wanted such "incidents curtailed" by the rookie policeman. Wouldn't it have been better had he said, "I saw two boys fighting on the corner. Break that up when you find it." Or consider the supervisor who always "inaugurates" instead of "starts," or who always "converses" instead of "talking" with them. This is the same fellow who "implements procedures," "fabricates reports," "authenticates documents," and so on *ad infinitum*. Such goozling bores people in the extreme and most of them will not bother to figure out what the words mean.

All such language as this is pompous and affected and should be avoided in supervision. And yet I do not mean this as a condemnation of the long word, simply because it is long. There is no particular virtue in the short word but if a short word will do the job as well as the long word, we should always use the short one. Men will understand that. And understanding is what we want first of all in this whole matter of overseeing the work of others.

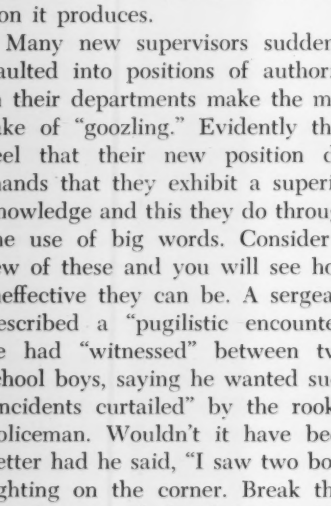
Almost as bad as talking over the heads of your subordinates, however, is this practice of speaking beneath their level of understanding or, in such a crude way as to be offensive to them. Here again this practice is likely to be an attempt on the part of a supervisor to show off his knowledge (in this case, of the underworld) and to make an impression on the new officer. Even with older men it often fails utterly as an effective communication because not all men have the same experience in police work, even though they may have spent years in it together.

How much information does a police supervisor get across to his subordinate, for instance, when he talks to him about "red eye," "inkspot," "bandbox," "cabbage," and other terms common to the gutter-level criminal? Would a new officer, coming to the department from a better element of society, likely know what such words meant? What is equally important, would he admit his ignorance and ask for clearer instruction, or would he merely go off in a state of confusion and think no more about the matter talked about?

Many years ago I heard a police lieutenant, in one of the rougher police districts in a large city, talk to a group of new officers in a vein something like this: "I understand one of the 'buzzards' we're looking for in that store job hangs around the 'bird cage,' Charlie. Have your 'bleater' put the finger on him and get him in here before the 'hawk shaws' nail him. Maybe he'll 'sing' for us and we might even contact the 'producer.' 'His Nibs' will like us for that."

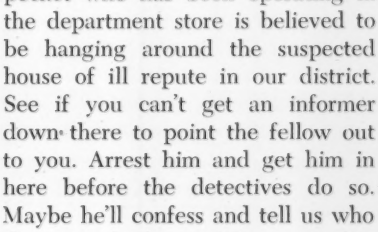
What the fellow was really saying, of course, was that "the pickpocket who has been operating in the department store is believed to be hanging around the suspected house of ill repute in our district. See if you can't get an informer down there to point the fellow out to you. Arrest him and get him in here before the detectives do so. Maybe he'll confess and tell us who the gang leader is. If we get that fellow in the captain will really be pleased." Such language is plain

We must use words that people will understand.



Policemen are not always listening to what is being said.

Talk directly to the man . . . make sure he is understanding what you say.



and simple and lacks color but it does have the advantage of making sense to the people who hear it.

Semantics is another thing we have to bear in mind in our oral communications with the people we supervise. Words have entirely different meanings to different people and the wrong words used by the supervisor might set into motion a whole chain of undesirable reactions for the police service. This is especially true in the matter of race relations. Uncomplimentary terms used to describe a class of people can easily convey to the subordinate the mistaken idea that the boss does not care for this "bunch" and, therefore, anything goes in the treatment of them. Police abuses can easily arise under this set up.

In all our communications with subordinates we must bear in mind that our purpose is to get them to think as we're thinking and to get them to act in a certain manner. Words, then, are the tools of supervisors, and very important tools they are at that. They are the means by which he can either persuade or force subordinates to do the job, and it is only in these two major fields of persuasion and force that the supervisor has any authority at all.

Quite apart from its effectiveness in supervision there is another real benefit to the man who communicates well, especially in this field of speech. It is the feeling of accomplishment that one has in knowing that his language is clear and forceful and that it has enabled one to make a right beginning in whatever task he has undertaken. This is extremely important in police work for our desire is, and should be, to do the job right the first time we undertake it.

Gear your speech to the level of your hearer and make sure it is for the sole purpose of transmitting the thought from your mind to his. Let clarity be your guide and forget about the impression you are making . . . other than your understanding of the job to be done, and the role you each have in it. Such a thorough approach as this will compensate for his degree of indifference, for you may be sure he does not have the same interest in the matter as you have.

Sergeant Charles W. Greer, Patrol Division, Cincinnati Police Department, lecturing before a class of recruits at the Police Academy.

Your reward . . . what will it be? It will be a job well done and not bungled because of faulty instruction from the top. That will be remuneration enough for the harried supervisor who already spends too much time in correcting and redoing the work of his subordinates.

Speech . . . it's wonderful when it brings understanding and a "meeting of the minds." Let's use it that way in police work. ★★★

The Set of the Sail

By Chief Bernard C. Brannon

EDITOR'S NOTE: *Chief Brannon entered police service with the Kansas City Police Department in 1932 and headed the Missing Persons Bureau in 1939. He was a Commissioned Officer in the United States Naval Reserve 1934-1945 and a General Investigator for the Navy Department, Washington, D. C., 1945-1950 and during the ensuing two years was Associate Professor of Police Science at the University of Missouri. In addition, he has served as a Lecturer at Northwestern University and the Southern Police Institute.*

Chief Brannon holds the LL.B. degree from Vanderbilt University. He is a member of the United States Supreme Court Bar, the Missouri State Bar, the Federal Bar, International Association of Chiefs of Police, Veterans of Foreign Wars and Phi Delta Phi Legal Fraternity. He is listed in WHO'S WHO IN AMERICAN EDUCATION *and* WHO'S WHO IN THE MIDWEST. *He was appointed Chief of the Kansas City Police Department in July 1952. His professional friends across the country recognize his outstanding performance in that position. Chief Brannon's recent report on the operation of the* ONE-MAN PATROL CAR SYSTEM IN KANSAS CITY *attracted widespread attention in the American police field. In the following article, Chief Brannon makes a brilliant plea for the application of the superb training resources of our colleges and universities to the personnel requirements of the American police field.*

THERE was a business executive who found himself in the depths of the very bad habit of condemning others on the basis of very little evidence, of finding fault and adversely criticizing without real cause. But fortunately he recognized his fault and determined to do something about it.

He realized that the best correctional method was to force himself to be constantly aware of his shortcoming, to think of it each day and all day and not just on Sunday when he went to church or during infrequent moments of self-appraisal. So he took a small rock to his office and put it on his desk. On the rock he carved the word "first." So obviously before him all day, this rock with its reminding word served successfully to cripple and eventually destroy his bad habit. "For," he said, "when I looked at the rock I thought of the words of Christ: 'Let him who is without sin among you be the first to cast a stone . . . '"

When I first learned of this unique, and certainly very intelligent approach to self-betterment, I paused to consider the fact that probably all of us have at some time or another used a physical item or object in this manner. More often than not the connection between our keepsake and the thought coupled with it is our own secret. Hidden and silent to others, its meaning to us is like strong writing on the wall or a voice both loud and clear.

Address: Chief Bernard C. Brannon, Police Department, Kansas City, Missouri.

I would like to tell you about one that I have; an object that has had a definite influence on my life and which is indirectly responsible for the message I want to bring you today.

THE "SAIL"

On our mantel at home we have a hand-carved model of a not too ancient sailing vessel. It is a full-rigged example of able and patient craftsmanship, its carefully constructed sails so real that one can almost smell the brackish air of the sea and picture the trim craft plowing through the waves. We have always been proud of it, probably more because it was a fine gift from James A. Reed, one of Missouri's more colorful senators, than the fact that it is a true work of art.

We've had the model vessel for many years, years going back to my youth. And I recall a neighbor who used to drop in now and then under the guise of admiring our treasure. He was formerly a seafaring man, then retired and perhaps a bit nostalgic for his life of yesteryears. I think he sought escape from inland boredom through spinning tales of the sea to us kids, and we were certainly a receptive audience.

I now realize that truth and fancy often were cunningly mixed in some of his stories, but I also know that there were philosophical gems sparkling in many of the deep, slow-voiced thoughts he poured out to us. One was his often made statement, "Set your sails right, son, and you'll get where you want to go." He would say this while pointing to the sails and masts of our model ship.

But it was not until some years later that I understood the old sailor's true meaning. Perhaps I fully gathered his thought when first I heard this pertinent verse:[1]

One ship sails east and another west
With the self-same winds that blow.
'Tis the set of the sails
And not the gales
Which tells it the way to go.

And many, many times as I've glanced at the old ship on the mantel these words have come back to me. The old sailor and the poet said the same thing, and the message has stayed with me as an inescapable admonition of life. It will always remain with me as the silent voice of the ship on the mantel.

Like the old sailing vessels that fought the vast expanse of the seas, going in opposite directions under the

[1] Modified stanza of *The Winds of Fate*, by Ella Wheeler Wilcox.

Recruit Class observing proper methods of approaching the scene of a holdup in progress.

power of the same winds, we too seem capable of widely divergent paths even though exposed to the same motivating factors. Whether in our personal and individual lives or in the organizations we comprise, there is a better chance of following a more fruitful course if we set our sails properly.

MAN NEEDS A COURSE TO FOLLOW

And so it is in all things of man and nature. We need a course to follow. When some greater power has not instinctively given the direction to be taken, it must be supplied. Any organization of men and women, whether dealing in services or commodities, must determine the course it is to take. It cannot but flounder without proper direction.

It is so with our police departments. Scattered throughout the country in thousands of cities, towns and villages, each with its own daily, individual problems and worries, there still must be a common direction for all to travel. But we know that the routine and the unusual can combine to munch away on the police administrator's time to the point where he is happy just to supply the needs of his local community, must less direct his attention to outside police problems. And yet we must realize that the obligations of a police leader extend beyond the geographical confines of his immediate work.

We of the police category of law enforcement have often discussed the advantages of attaining a true professional status. The attainment of a *true professional status* is the direction we have all chosen to take, for the words themselves represent concisely and neatly the sum total of our group dreams and aspirations. They denote a level of achievement within the police field upon which rests the finest of public service, greater prestige for the whole, and the best of personal working conditions. How to induce a universally recognized professional status for policemen is the question still crying for answer.

ISOLATED ACCOMPLISHMENT IS NOT ENOUGH

One thing is certain—isolated police accomplishment in only a few of our cities or even states is not enough; true-professionalization will elude us so long as we fail to make our gains a nation-wide affair. It is like trying to raise the team batting average when only one or two players are swinging to the 300's tune. It is time for all of us to sharpen our batting eye in our swing for merited professional recognition.

For over twenty years I have given theoretical and practical attention and study to the plight of the policeman. During this time I have been privileged to look up from the quagmire of a patrolman's darkest days, and down from the complexities of chieftainship; I have felt the cold pinch of nearly starvation police wages to the warm feeling of being able to meet my creditors with not so barren purse; I have seen the chaos and demoralizing effect of partisan political interference in law enforcement, and the fine, constructive teamwork of a police administration unhampered in its progressive activities; I have walked the shaky bridge leading from the dungeon of discouragement and despair to the lofty tower of highest hope and exultation; and if there is any scene in the police picture that has escaped me, I do not know what it would be.

The Police Recruit Class learns how to use their constant companion . . . the police revolver.

My conclusion has been and is now that the American policeman's greatest and straightest path of progress lies in pre-service education and training.

TRAINING IS A "MUST"

It is encouraging to see more and more of our colleges and universities helping in this direction by establishing law enforcement curriculums. But, frankly, I am not satisfied. Of the thousands of higher level educational institutions in America, those offering such courses on a regular basis constitute only a tiny percentage of the whole. Why?

I have asked many of our educators this question—and they have good answers. They candidly admit they do not know how to set up such curriculums. They say there are not enough standard textbooks in the field, not enough available instructors, and simply no place to turn to for the help they need. Moreover, they are far from convinced that student demand for police courses warrants the trouble involved in setting up such curriculums.

Now this is a real sub-problem to our master problem of professionalization. Those few police administrators who oppose pre-service police training at college and university level are exponents of the esoteric quality of police knowledge and know-how, but they must be closing their eyes to the revelation of police methods on television, radio, and in our comic strips and novels. They must give ground in face of modern events. We must plan today for our police personnel of tomorrow.

What true profession of today is composed of other than college and university trained personnel? With the exception of some older members, the answer is none. In 1952, I published a pamphlet entitled *A New Profession Is Calling*, in which I attempted to point out that our colleges and universities want to help us, but that they need our help first. I advocated the formation of a national body composed of leading law enforcement experts and educators to be known as the Association of American Schools of Criminology. Such a group would be invaluable in aiding and advising schools undertaking police courses for the first time, and would be indispensable in bringing some order to the chaos of curriculums now in existence. I thought of it as an accrediting agency, much like the apparatus existing in law, medicine and other professional educational fields.

While I still feel that such an association is a necessary step and will inevitably come about, during recent years I began to wonder if I had not omitted a vital preliminary move that American police should make first. I came to the conclusion that we ought to create a *demand*, a *real demand*, on the part of tomorrow's policemen for such pre-service education before we worry too much about installing the police curricula or even regulating them. *How to create that demand, which in turn will send us speeding toward professionalization at an undreamed of pace, is what brings me before you today.*

The career police officer makes good use of the police library.

A UNIFORM LAW ENFORCEMENT EXAMINATION ACT

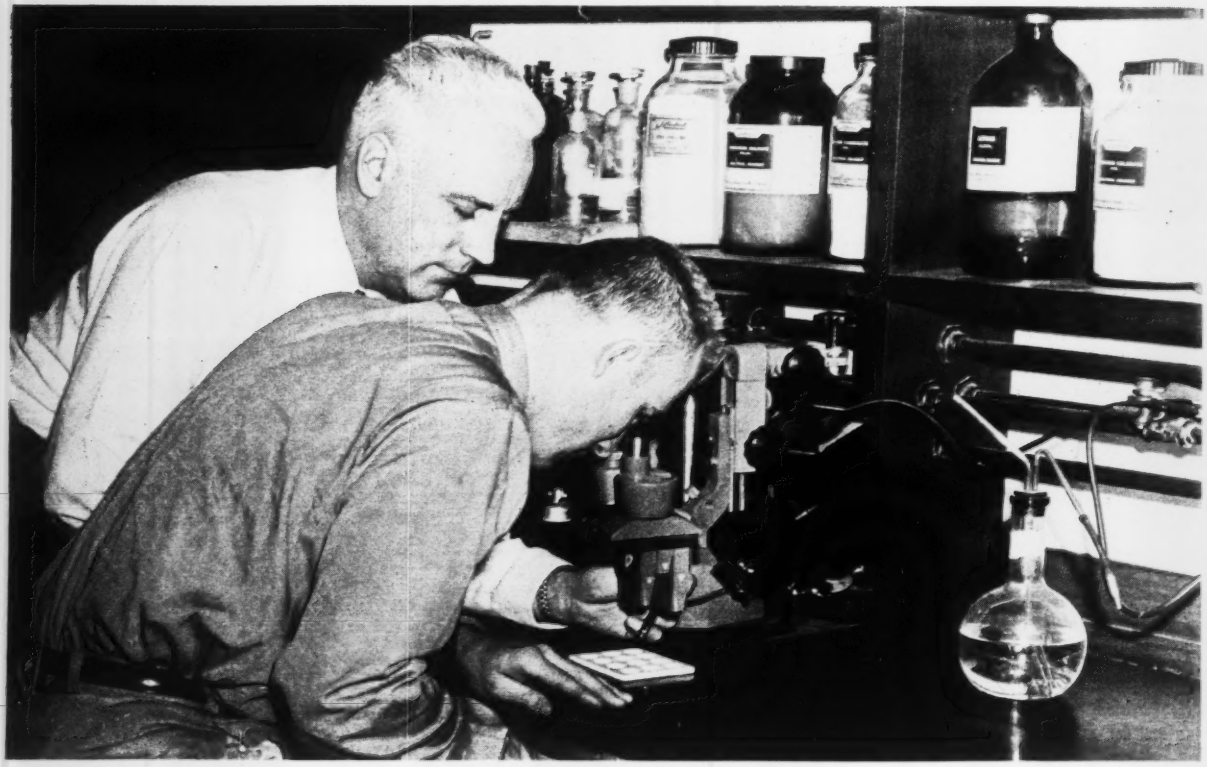
I propose that the International Association of Chiefs of Police investigate, study, draft and propose a standard state examination for potential law enforcement personnel. Such a measure would soon be presented to the Legislature of my home State of Missouri. My hope is that similar action could be taken in all of our 48 states. Here is why.

The college student who selects a particular field of study does so for various reasons, but usually it is because he intends to use the knowledge gained as a means of livelihood. He is looking for a career. His entrance into the ranks of any given true profession is made only with the ticket of admission purchased at the price of higher level study and preparation. Either his college degree itself, as in the teaching field, or a state supervised examination successfully passed are the ordinary methods of qualifying for the right to practice his profession. These licensing prerequisites are earmarks of the established professions because they spell out an extended period of specialized study and training needed to learn the methods of service and to develop the skills required by the practitioner.

Turn now to our self-proclaimed police profession. Unlike the other true professions, there is no insistence on a college degree in police studies. There is no insistence on any pre-employment police knowledge or experience. The new entrant to our police profession, with rare exceptions, is both inexperienced and uninitiated in the very challenging and difficult field of law enforcement. Even in the business and commercial world some specialized academic training or prior experience is a customary qualification for work of any importance.

So we see that the practitioner of police law enforcement skips the college level pre-training and study deemed so indispensable by all other true professions. Can he really do so and still lay claim to a professional status? Should the police profession itself assume the total obligation of training its own professional people *after* they have joined the police ranks? If so, when would the policeman really acquire sufficient knowledge and skill to validly claim a personal professional status? These questions should be faced.

Why, then, go to college to become a cop? I have heard the question asked many times. It is a hard one to answer to the satisfaction of the young recruit. The police department does not require him to have pre-service police training, not to mention a college education in the police field. Neither does the police profession, which seems to vary from indifference to a completely negative attitude on the advisability of such training. His government is not visibly concerned about the matter. His salary will be the same. While his chances for advancement may increase because of his pre-training qualifications, that is speculative and not



Police trainees are shown scientific laboratory equipment.

an effective selling point in view of the time-consuming effort and expense involved.

So we come to a discouraging impasse: To obtain better salaries, working conditions, job security and over-all personal benefits, to reach a status of greater dignity and standing in our society, and to render the public a finer, more efficient service, we want true professionalization of our police vocation. To attain a real professional status we must have college and u ersity level pre-service study and training for our policemen of tomorrow. Yet there is little incentive for student study of police science and administration and, even if there were, there is a dearth of such curriculums in our higher educational institutions.

But it is not a permanent impasse. There is something that can be done. We must not be content to merely *say* we are a profession—we must do something about it. That something consists of all of our forty-eight states moving together to create a student demand for higher level police study and providing for and making available such studies in our educational institutions. This can be accomplished only when we sell the idea of a *Uniform Law Enforcement Examination Act* to our own state and to each and all of our states in this great country.

State Intervention

Is state intervention justified? Let us suppose that a salesman decided to become a medical man and went to a hospital where he received several weeks of training and then was proclaimed a doctor. If the authorities permitted this, there would be a public hue and cry of deafening proportions. To practice medicine without adequate knowledge, skill and experience is a dangerous evil. Our state governments recognized this long ago, and they did something about it. So did the medical profession itself. To become a medical doctor today, years of higher educational study are required by both the state and the profession. Since this is the only avenue of entrance into the medical field, the potential doctor eagerly submits to the prescribed training and study.

The days when the lawyer studied briefly in a law office and then became a member of the bar with full rights to practice is in the past. Our legal profession with the assistance of the state governments has raised its standards to the benefit of its members and the public. In varying degrees this is the case in most of the recognized professions. They invited state intervention *when the protection of its citizens required it.*

Any line of work which can adversely affect the health, safety or prosperity of the people, if improperly practiced or performed, should be subject to close scrutiny by the state. The quack doctor is no more a threat to society than the ignorant, imprudent or unskilled police officer.

Who is to honestly argue that our police work does

The whole family pitches in for inspections.

not vitally affect our citizenry? Who is to urge with logic that it is not of professional caliber? I can think of no other line of human endeavor which requires the application of greater general and specific knowledge, skill and temperament. Our work borrows from all of the arts and sciences. It is certainly an indispensable type of service to the public and to the individual, which is dangerous to all if improperly performed.

In proposing state examinations for law enforcement officers I am moving onto a battlefield of opposing contentions. It is not a new idea, but the concept of it in simplified form and acceptable on a nationwide basis merits new attention. Our organization is equipped to study the matter and do something about it. I make the following suggestions:

Examination Not Compulsory

The proposed Uniform Law Enforcement Act should not be compulsory. With our cities and counties operating as political entities, there should be no interference with their police operations. The law should merely establish the apparatus for creating and giving the examination, and the local police administrators in all of the law enforcement agencies should have the election of whether to take advantage of it or not.

It should contain no attempt to establish rules of professional conduct or system of control over police personnel.[1] Lacking teeth, it cannot bite; nor can it be offensive. But being unenforceable, it is still not useless. Behind its very presence, the fact that it is there for a police applicant to take, lies the great power of it. It will always be a standing challenge, a hurdle to be jumped by the aspirant to a law enforcement career. And since it can't be stuffed down the throat of the police administrator, he will view the examination as friend and not a foe. The human will to achieve, combined with the strong, vibrant growth of American police will result in the examination being used.

Present Police Personnel

A license or certificate should be issued by the state examining body administering the examination. All currently active law enforcement men and women would automatically be issued such license without examination. This will dissipate opposition from veteran police officers who justifiably resent a testing of their already proven capability. But more than this, *ex post facto* examinations are and always have been considered unfair.

Kind of Examination

What should the examination consist of? Our infant law enforcement examination will not initially stand

[1] The time is not yet ripe for passage of strict police legislation, as evidenced by the defeat of The Professional Law Enforcement Act in California.

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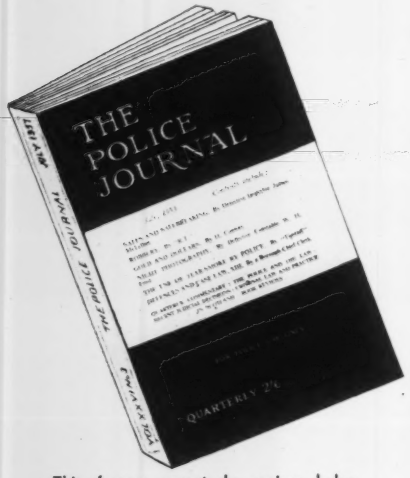

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shoulder to shoulder with those of the honored professions whose company we will some day command. It should cover the fundamentals of the three great divisions of police work: (1) Operations. (2) Administration. (3) Services. The method of propounding the questions is purely an adjective matter; of substantive importance is the scope of the subject matter covered by the examination. It would be foolish to make the examination too difficult, for that would provoke a barrier to popular acceptance of the idea—perhaps a fatal obstruction in our crawling stage of professionalization.

We must be practical enough to realize that until adequate forums for the study and training necessary to comply with a more comprehensive and exhaustive examination are provided our young people, it would be futile to compel or even encourage them to seek state licensing through severe tests.

It has been asked whether a general police examination would safely test those candidates who intend to engage in a special field of police work. I think so. Regardless of specialization, all police officers should be basically qualified by proving their general knowledge of law enforcement know-how. When the officer moves into a technical field requiring specialist knowledge, it would be the responsibility of the profession to pass on individual capability for the work involved. This procedure is used in other professions. For example, the doctor may become an eye, ear, nose and throat man, but first he qualified as a general practitioner. His later studies and accomplishments determine whether he is qualified as a specialist. The day will come when our police profession will establish its own standards within its ranks for specialist work.

The other professions have shown the way to fair and comprehensive examinations. We can follow their procedure, insist upon the selection of competent, fair-minded officials to devise and administer the examinations within the framework and directives of law. Belonging to the executive branch of government, law enforcement primarily rests with the governor of the state. It is appropriate that he should have the power to appoint the police examiners under such conditions and for such terms as the law designates. Surely the police profession itself would serve as a constant watchdog of fairness and impartiality in examinations affecting its members of tomorrow.

Uniformity

An examination qualifying police personnel should be uniform in the sense that all vital subject matter within the whole police field receives attention. The questions will, of course, vary, but the scope of the examination should remain constant. Our purpose in seeking uniformity or some standardization is to encour-

age our schools throughout the United States to provide courses helpful to all policemen everywhere. In this way the Kansas police officer who studied his police work in New York will have received the same basic training as that offered in Kansas. Our police officers will be better qualified to serve their profession regardless of the area of service or the place of study.

There can also be uniformity as to the method of appointing examiners, their terms, qualifications, and procedures. In other words, if we can operate under similar laws, we can share our experiences and move forward together rather than as isolated states experimenting on our own.

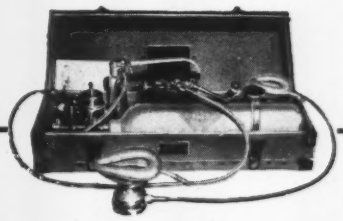
Incentive

Some have reasoned that current police working conditions, longer hours and lower salaries than private industry, are large enough obstacles in the way of obtaining new police personnel. They say that if we add another barrier, such as pre-service state examinations, the employment problem will become more acute. I have reminded them that there is no permanency to *status quo;* there must either be progression or regression in our push to better standards. If we make the acquisition of a police position too easy, we discourage incentive and invite inefficiency. Any move on our part that tends to make the attainment of the policeman role a more honorable and proud accomplishment will tend to attract more and better recruits, men of the kind and type we now seek with eagerness. The salubrious truth is that our working conditions have continually been on the upgrade, and this is because we have upgraded our profession. An examination at state level, even though it is not compulsory, with a license or certificate as the reward for successfully meeting it, will invite more and better police personnel.

An examination should be available to be taken by those interested. There will be a demand to take such police examinations and at the same time there will be a companion demand for the teaching of police courses in our colleges and universities. We have said that the road to true professionalization for us lies in our personnel of tomorrow, and that such personnel will have to have college level pre-service study and training. Aren't we, therefore, striking in the right direction when we invite that student demand through the medium of a voluntary state examination?

Prognosis

As salesmen of true professionalization for police, we ought to employ every harmless means of getting our foot in the door. With such united moves as state examinations for our personnel, we are no longer just knocking on the door of professional admittance—we have pried it open a bit. We have laid the groundwork for more effective professionalization in the future, more detailed and more comprehensive self-regulation when we are ready for it.



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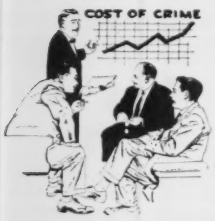
The Uniform Law Enforcement Act is not the advocacy of civil service. There is no suggestion of tying the hands of the police administrator so that he cannot handle his own personnel problems. It is not a method of obtaining control over police personnel. The objections to it can only be that it would be ineffective because it is voluntary, but such an attitude does not speak of harm that can come from the examinations—it is but an argument as to the amount of good that will result.

So let us cut the pattern for our educators to follow in providing the necessary study and training for tomorrow's policeman. Let us indicate the standards of knowledge we would want our police recruit to possess before he receives his in-service training. Let us advocate a Uniform Law Enforcement Examination Act as a united step toward establishing our profession.

To us falls the burden of police leadership in America. Let us discharge that obligation with wisdom and courage today, so that the leaders of tomorrow will inherit the benefits we have striven to obtain. Let us not sit complacently behind the curtains of our present achievements, but let us sweep them back and view what tomorrow can bring.

Ours is a brilliant and glorious future if now we set our sails for progress! ★★★



The Conference Method—A Stimulant for Police Management and Training

By Dan Hollingsworth

EDITOR'S NOTE: *Mr. Hollingsworth is completing his twenty-sixth year in Public Safety activity, seventeen of which were spent in full time police work. Formerly Director of Training in the Oklahoma City Police Department, he held the rank of Inspector at the time of his resignation. One of the early graduates of the Northwestern University Traffic Institute at Evanston, Illinois, Mr. Hollingsworth has been a member of the Board of Directors of the* NATIONAL SAFETY COUNCIL *for the past three years; member of the* INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE, *the A.S.S.E., the* SAFETY COUNCIL EXECUTIVES ASSOCIATION, *and has served as Director of police short courses for the University of Oklahoma, Norman, Oklahoma.*

He is the author of the public relations Police Training Manual, ROCKS IN THE ROADWAY, *published in 1954, which has sold in excess of 30,000 copies. He is also the author of* GOLDEN TRAFFIC RULES *and other public safety booklets, as well as local Police Training Manuals.*

WHAT WILL IT DO?

CONFERENCES are nothing new. The conference method of management and training has been used in the business field for many years. The conference method of teaching is an accepted procedure in our universities. Bank and corporation directors hold conferences as a matter of course.

But in the police field the conference method of training and management of men is fairly new; however, as we come to a more democratic way of thinking in the employer-employee field, and as our educators find the class participant method of teaching more and more effective, the logical question arises: "Isn't this a good tool to increase the effectiveness of present day methods of training management, and supervision in the police field?"

The conference method of management would be most effective in police service, for the knowledge on the part of the policeman that his opinions and judgments are important and valuable to the department gives him the feeling of belonging and sharing responsibility that no other method could develop.

As a method of in-service training the conference method is practical. Its use as a method of working out the procedure for implementing and maintaining established policies is not to be underestimated; and its productiveness in solving police problems and clarifying procedure is most valuable.

It is important as an improved communications tool to close that gap between administrative words and police action. It is a system which will take aims, objectives, and policy out of the verbal shorthand classification and spell out the details to reduce mis-interpretation of words and mis-application of intent.

One of the most fruitful fields in which to discover, train and season potential supervisors in the police department is in the conference room. Not to be overlooked is the value of policemen working together on the same problem, working as a team, coming out with agreed conclusions, learning to think their way through problems, and having their thinking challenged and rising to its defense.

WHAT IS IT?

The word "conference" means different things to different people. When we speak of a conference in university and athletic circles, people think we are talking about the football team and its conference. When we talk to a Methodist, he thinks in terms of the conference of the Methodist Churches. Most people think of a conference as a place where groups of people sit around a table, formally or informally, and exchange ideas and information.

WHAT IT DOES IN POLICING

But in thinking of a conference in the police management and training field, we have in mind the bringing together of a group of police officers for the express purpose of discussing, analyzing, weighing and making recommendations for the best method of establishing best police procedures, and coming up with definite conclusions and agreements. In doing this, we are training the men in the art of thinking, reasoning and decision making; we are training future leaders and making administrative partners of the men in the field who do the work and who make the decisions.

WHY IS IT NEEDED IN THE POLICE FIELD?

A few years ago, when our police assignments were not so complex, a captain would talk to a complainant on the phone, call in a pair of officers and tell them to go out to a certain address and handle the police matter in such and such a way. If the officers encountered a problem they could not handle, they simply called the captain and got further instructions, for the captain knew as much about the case as the two officers. If they made a mistake the captain reviewed the action and straightened it out before it was disposed of.

But it is not that simple now.

Today, when two men are riding a district, or one man, they are faced with a vast number of case situations which only they know about. Thus, every officer needs to know as much about policy and procedure as

Address: Dan Hollingsworth, Manager, Oklahoma Safety Council, 319 Hales Building, Oklahoma City, Oklahoma.

Police Inspector, Bert Giddens, leads a conference on: "What is expected of Supervisory Officers." (Official photo, Oklahoma City Police Department.)

does the captain, and our present methods of training and supervision do not fill the need here.

WHAT ABOUT THE WORDS—"POLICY" AND "PROCEDURE"?

Up to this point, we have used two terms that must be clarified, because they have been used interchangeably in police circles for many years. Those two words are "policy" and "procedure."

WHERE ARE YOUR POLICIES?

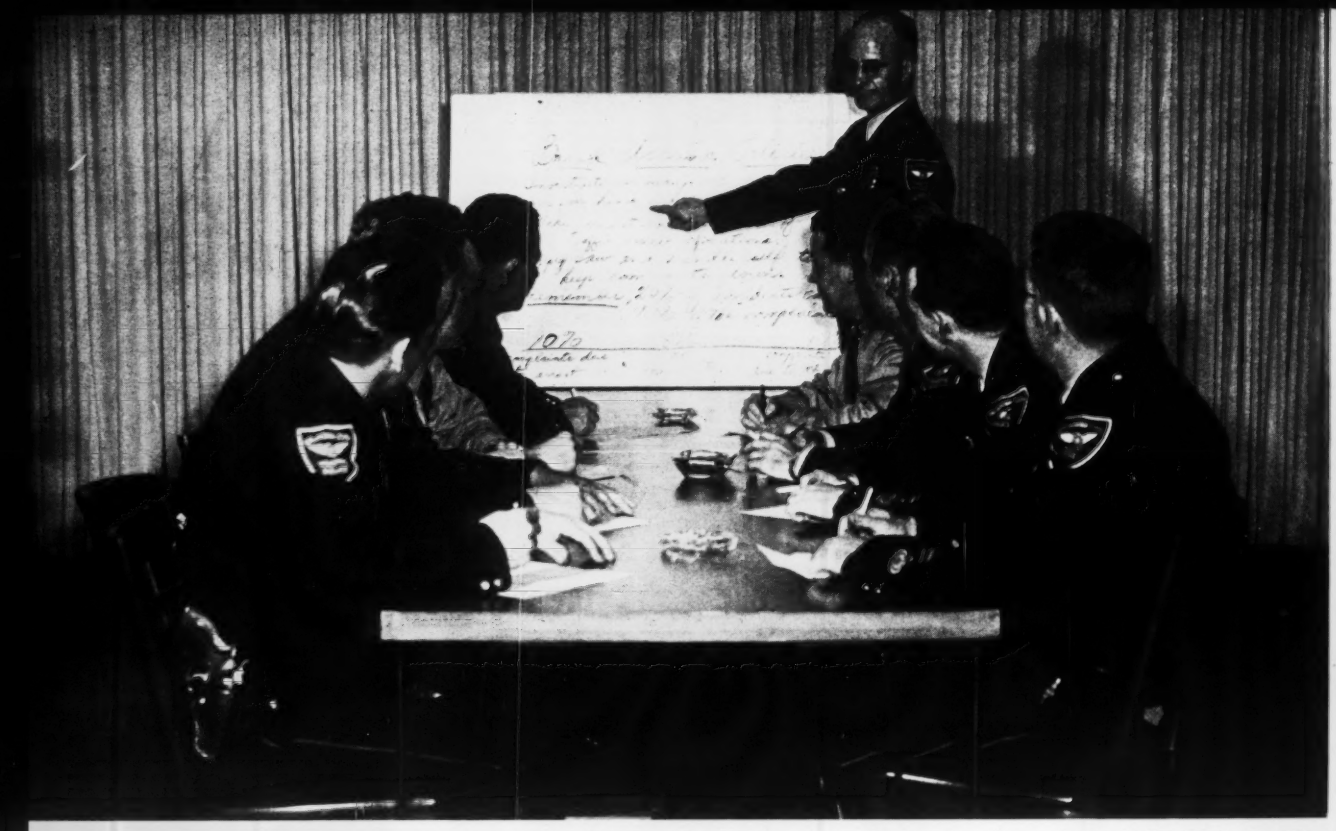
Fortunate (and rare) is the department that has its policies and procedures spelled out clearly. It has been the experience of this writer that few departments have their aims and objectives, their policies and procedures in writing for the men to see, study and implement in their work.

Police administrators, command, supervisory and rank and file officers of the departments, speak often and fluently of their policies, yet when they are questioned as to the existence of a written policy, they often hedge and, when pinned down, are unable to produce said policies except in rare cases and then they are usually buried in orders issued in the distant past. Since the department's policies must be based on its aims and objectives in a broad sense, aims and objectives must, like policies, be in writing for the men to see, learn and understand. And, since procedures implement *policy,* and policies, of necessity must be kept in general terms, in order to activate and guide and control the policies, a set of operating procedures in written form must be added.

WHAT IS POLICY?

In a recent conference with ten veteran police officers, we put the question, "What are the aims and objectives of this department?" There were ten widely varied answers. In fact, the differences in the answers were quite amazing. Also in a conference of command officers in this department the words "policy" and "procedure" were discussed and it was very clear that these *top* officers did not know just what these two words meant. And since, let us repeat, the very backbone of the police conference method of training and management is based on a clear understanding of these terms, we will try to define them in a concise way that can be used as a definition for police departments anywhere.

The word "policy" can be defined as "a standard, an ideal, a well defined edict, stemming from top administrative level, which sets out in broad terms the aims, objectives and intentions of the entire department and its separate divisions." Policy can be formed by accepted practice, conference development or by direct edict from the Chief. All policies must have the full authority of the Chief. **One of the greatest handicaps of any department is the lack of clearly stated and understood policies.**



Sergeant Milton Peaster serves as conference leader with Accident Investigation Squad members. (Official photo, Oklahoma City Police Department.)

PROCEDURES IMPLEMENT POLICY

Since policy must be expressed in such broad terms, in order to maintain and interpret the application of policy, it is necessary that we have *procedure* to spell out the method or methods we are to use to keep within the range and intent of policy.

WHERE DO WE GET PROCEDURE?

Procedure, unlike policy, is worked out on the division level. Specific problems in procedure, based on policy, are developed in the conference room, and those procedures are then placed in writing for future guidance. When a sufficient number of procedures are worked out for the various divisions, these can be collected, and when finally approved by the Chief, a procedure manual is ready for department use.

THE CONFERENCE METHOD TRAINS MEN IN MAKING DECISIONS

Making sound decisions based on group experience and the best policy guidance possible, is one of the most important jobs of any police officer. In the conference room the men are taught to make better decisions, to defend them and to analyze the decisions made by the others. A great many of the difficulties in police departments come from faulty decisions by police officers and the results of these poor decisions may end up on the front page of the daily newspapers for all the world to read. Policemen make decisions and pass judgment many times every day. Those decisions either help or injure the entire department, for it is not just a policeman making that decision. It is the end product of the Chief and his administration.

For every time a policeman is called on to use his gun, he is called on to make thousands of decisions affecting every one of his fellow officers—yet, we train him on the range and spend a great deal of money teaching him to use that gun—and we should. But, why not train him to make decisions? Again we state, the conference method fills this need. In our police training system we appear to spend too little time in teaching officers to think for themselves and to learn how to make good decisions. The conference method causes the men to think objectively, to defend that thinking, to look at it in an abstract manner, and to challenge the thinking of others. Yet with all this analyzing on the part of the men in the conference, they are being taught to work together as a team, for they, as a group, are seeking answers and weighing ideas. And, in such sessions, potential leaders in the department are discovered and developed.

In a recent article the writer tells of one of the larger industries in our nation having discovered the advantages of the conference method of management and training. This large company has found that there is profit in the ideas that come from the men as they sit in the conference room and they consider the conference method of management a most valuable asset.

Chief of Police, Roy Bergman, discusses a change in parking space right-of-way with downtown traffic policewomen. (Official photo, Oklahoma City Police Department.)

THE CONFERENCE METHOD AS A MORALE BUILDER

Another value of the conference not to be underestimated is the fact that it does a great deal for the morale of the officers of the department. Following a recent conference session in a department, a motorcycle officer made the statement, "At long last I actually feel I am part of the department and that those in command care what I say and think." Another policeman said, "This is the first time I have ever had an opportunity to express myself." Still another said, "Since our opinions and ideas are welcomed in the conference, I now feel like I really belong and am happier on my job."

Other comments were: "I have learned that we can get together on these problems over which we have quarrelled and criticized each other for years and that we can arrive at a solution."

"We have found out some awfully important points which I did not know existed and never thought about."

". . . that ten heads are better than one or two in solving problems."

". . . that management is interested in our problems and wants our help."

"I have learned in the conference room that police divisions can and must work closer together."

THE CONFERENCE LEADER

The hub of the entire conference program is the leader, and the success or failure and the productiveness of the conference depends on him. Conference leading is hard work because the leader is trying to control an argument and it taxes the best in self-control to keep that argument under control. The conference leader wants to keep in mind that this session is similar to the game of football. The fellows are kicking and pushing around ideas and it is the job of the leader to keep the goal in mind and to come up, finally, to that goal with solutions, agreements and conclusions which are clear cut and understood by all. The leader encourages and stimulates the thinking of the men, and by careful and tactful questions brings out their thoughts and ideas, then he let them pit these ideas one against the other, permits them to wrangle, discuss and argue, but the leader is keeping control of the situation and is moving relentlessly toward that goal line. It takes a great deal of preparation to lead a conference and, even though it might look simple to outsiders, it is a difficult task. The leader does not always have to know just what route the ball will take from start to finish, but he must *never lose sight of the goal line—or the ball.* He must also know that the points agreed upon are sound and in keeping with established aims and policies of the department.

THE CONFERENCE LEADER'S DUTIES

The conference leader will need to remember that he is not an expert in anything, but in leading the conference, he is a referee, a moderator, a coach, a secre-

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tary to write the points on the conference board. He is a kind of steering wheel to keep the conference from drifting too far from the guide lines. He is a sort of brake to keep it from moving too fast. He is a commentator who sums up, from time to time, just how far they have gone. He is a prompter who keeps encouraging the men to express themselves.

The leader must be the soul of patience and not be afraid to compromise. He must act dumb in that the participant must make himself very plain, so it is not unusual for the leader to say, "I do not understand just what you mean, will you repeat that?" This is a slow, an expensive and sometimes cumbersome process, for the conference leader is faced with men who, due to the circumstances of their jobs, have been trained to think negatively, but this is teaching in its most productive form—teaching men how to think, how to make themselves understood, how to evaluate information, ideas and past experience, and how to make sound decisions.

The conference leader will want to remember that there are several types of conferences and all are valuable in this training and management program. There is the conference which results only in an exchange of information or ideas. And that is good. Then there is the "bull session" in which the group just "shoots the breeze" and there is a place for that. Sometimes the conference might turn out to be just a "gripe session." Of course, in the main, we have been talking about the procedure-producing type of conference, and this is the eventual ideal police conference session, but the leader must not be alarmed when the other types turn up, for they each have a place. The difference between the procedure-producing conference and the others is in the end result. Procedures must eventually come up in written form. **But we must always remember that procedure is policy in action, and that until both are in writing and agreed upon we don't have them.**

THE CONFERENCE LEADER MUST BE TACTFUL

We must repeat: Conference leading is hard work and part of that hard work involves restraining one's self and self-control. The leader must never be trapped into answering a question himself. He is the guide, the leader, not one of the participants. He must never, under any circumstances, tell any man he is wrong, but by using tact and discretion can guide the thinking in the direction of the goal and keep the men talking and participating. It is a roll requiring tact and diplomacy.

THE LEADER'S FORMULA

A conference leader should memorize this formula in guiding and working out the problems in the conference: (1) What is the problem? (2) Who is involved? (3) How should the problem be met? (4) What is the best solution? A few carefully worded, thought-provoking questions prepared beforehand can start the ball rolling and the conference will get off the ground. It is then up to the leader to keep guiding the men

toward the goal line, using the conference sheets to keep the points before the group. As the ball is tossed about the leader will gently nudge it now and then to keep it going, and, eventually a good solution will appear. **When this solution is reached, it is essential that it be put in writing for further study and submission to higher authority.** Following review and approval by higher authority, the procedures should again be submitted to the men in another conference session in which they can adjust any points challenged or changed. The final version is ready to use as training material and as a part of the procedure manual.

"HOW DO WE BEGIN?"

In discussing this idea with a Chief of Police recently, he made this statement, "I would like the conference method for our department. I am intrigued by its possibilities, but how am I going to stand before my men and admit that our aims, purposes and policies are either non-existent on paper, or so archaic I am ashamed to drag them out? And, last of all, where am I going to get the leader?"

The Chief does have a problem. But he is not alone in it for he is probably in company with a large number of Chiefs across the nation, if they were asked to produce their written policies.

So, we suggested the following to that Chief and he agreed to try it. (1) He is to write out the broad aims, purposes and objectives of his department. (2) Then he is to write out in general terms the policies under which he intends to operate. (3) He is to call a meeting of his top command and furnish them with copies of these two documents. He explains to these men that the growth of the community and the department have made it necessary to reconsider and evaluate the aims, purposes and objectives and operating policies of the department. (4) The Chief asks these men to return to their divisions and present in writing (at a given time—say in two weeks) the specific aims and objectives of each of their own divisions.

At the end of the given time the Chief will call the men back into a meeting and review the policies which they have written down for their several divisions. At this point the Chief will tell his top staff that a set of policies is not enough and that, in order to activate and implement these policies procedures must be produced. This is where he sells the top command on the idea of the conference method of working out procedures and other problems peculiar to the department.

The Chief's second problem—from what level or where he is to get the leaders for the conference method—is a major one also. We suggested to him that most any university or college and most public utility companies could do this training for his department and there are some good manuals on this subject. The decision as to which level to use should be made in the beginning.

There are two theories concerning the level of officer to use as a leader. One theory is that a cross section of supervisors could be developed as conference leaders.

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The other is to select top flight rank and file men to do the job.

There are advantages to both. Some of the advantages in using supervisory level are: (1) They are naturally trained and have experience in leading men. (2) They are the official leaders of their groups. (3) They will, as in the past, continue to supervise the work of the men under the procedures developed. (4) They have had considerable influence on present procedures, both in theory and in fact.

The disadvantages in using supervisory level as leaders are: (1) The men doing the work will not speak out as freely as they would with one of their own rank leading. (2) Rank and file would be hesitant to criticize present procedures created or approved by, and in the presence of, supervisory officers. (3) The contributions toward developing or improving procedure might be based on "who" is right instead of "what" is right. (4) Since the supervisor is supposed to "know the best way" already, it might be beneath the dignity of his badge to admit there is a "better way." (5) The work load of the average supervisor is such that he has not the time to devote to pre-session planning and after-session writing.

There are advantages in using rank and file officers and there are disadvantages also. These advantages and disadvantages are the reverse of those listed for supervisory level, **but in either case, the leader must be well trained in the technique of conference.**

We admitted to this Chief that it will require him to burn some midnight oil and that some of the areas into which he will delve may make him lose some sleep. But the end will justify all the effort he and his top command put forth, and, finally, somewhere along the line, he will begin to sleep better at night and will be less afraid to read the headlines in the morning paper. ★★★

IT'S LATER THAN YOU THINK!

The general trend in delinquency cases during the period 1940 to 1955 was upward during World War II to a peak of 1945, and downward in the three years after that war. **Beginning in 1949, however, the downward trend was reversed and has continued upward each year through 1955. By 1955, the level was 70% higher than in 1948 and exceeded the previous high noted during World War II.** It is estimated that in 1955 roughly 2% of the child population between the ages of 10 through 17 came to the attention of juvenile courts in the country because of delinquent behavior.

This rise in delinquency cases cannot be explained in terms of population growth because **the 70% increase in court cases between 1948 and 1955 compares with a rise of only 16% during the same period in the child population 10 through 17 years of age.** *(Juvenile Court Statistics.)*

California Studies Mandatory Minimum Police Personnel Standards

By Chief George H. Brereton and Staff

EDITOR'S NOTE: *Chief Brereton has had a long and distinguished career in the law enforcement field. A detailed biographical sketch concerning him appeared in the May-June issue of POLICE in connection with another article he prepared exclusively for the Journal—LAW ENFORCEMENT—A PROFESSION. As Chief of the California State Bureau of Criminal Identification and Investigation, he was appointed by Attorney General Edmund G. Brown to conduct a Survey of Police and Sheriff's Departments in that state to determine the need and desirability for establishing, by state law, minimum police personnel standards.*

In the following article, he presents to readers of the Journal the results of this Survey. Once again, California takes a foreground position in the march toward professionalization in the law enforcement field. This significant development on the West Coast may well lead to similar action in other states.

Doctors, pharmacists, barbers, beauty operators, morticians, real estate operators and a host of others have long since established minimum standards to be met at the State Board level by aspiring practitioners in their respective fields. The grave responsibilities of a police officer and the qualifications required to meet them effectively, merit equal recognition. A bill has now been introduced in the California Legislature which would establish minimum police personnel standards in that state.

DURING November 1954, the California Legislative Subcommittee on Criminal Law and Procedure of the Assembly Interim Committee on Judiciary, created by House Resolution No. 197, 1953 Regular Session, considered the problem of crime in California, and the need for "the establishment of mandatory standards for the recruiting, selection, training, and retention of policemen of cities and towns, and sheriffs and their deputies, to the end that persons occupy such positions because they are best fitted to cope with crime."

At the conclusion of their hearings, at which a number of peace officers and representatives of the State Peace Officers' Association testified, the Committee recommended that the Attorney General "be directed by a resolution of the Assembly to study this problem and report his findings and recommendations" . . . to an appropriate committee of the Assembly.

As a result of the Committee's recommendation, the Assembly, by House Resolution No. 164 adopted June 8, 1955—"requested and directed" the Attorney General "to undertake a study of the subject of mandatory standards, uniform throughout the State for *recruiting, selection, training,* and *retention,* of policemen of cities and towns, and sheriffs and their deputies, to ascertain the feasibility of establishing such standards, to the end of better coping with crime, and, if he deems such establishment feasible, to prepare such standards, and to report his findings and recommendations to the Assembly Interim Committee on Judiciary no later than September 1, 1956."

After several conferences with law enforcement representatives, responsibility for making the survey was delegated, in the Spring of 1956, to the Chief of the Bureau of Criminal Identification and Investigation.

Due to limitations of both time and personnel, the survey was made by means of a seven page questionnaire form, which on May 22, 1956, was sent to fifty-seven sheriffs and 326 chiefs of police. The questions concerning minimum standards include recruitment, with educational and physical requirements; training and performance; advancement in the department based on merit and ability; adequate salaries; protected tenure and an assured pension upon retirement, all of which will attract to and retain in police and sheriffs' departments, the type of officer who will be a credit and an asset, not only to his or her community, but also to the entire law enforcement profession.

Because the circumstances of employment, number of personnel, size of budget, etc., of the different departments have significant variations, the data received both from the 304 police departments and the fifty-seven sheriffs' departments was broken down into eight population groups.

PART I—POLICE

Police Departments	*Group*
Cities with population of:	
100,000 or over	1
50,000 to 99,000	2
40,000 to 49,000	3
30,000 to 39,000	4
20,000 to 29,000	5
10,000 to 19,000	6
5,000 to 9,000	7
4,000 and under	8

With reference to the various population groups, generally speaking, but including exceptions in all groups, there is a wide discrepancy between the larger and small police departments as to the *availability of qualified personnel, the amount and type of training, salaries,* and *minimum standards.* For example: One police department in Group 6 and four departments in Group 8 have *no* minimum educational standards, while twenty-eight departments, including one in Group 5, eight in Group 7, and nineteen in Group 8, reported their minimum ed-

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ucational requirement for new personnel was completion of *grammar school*. Two hundred fifty-four chiefs, including all chiefs in population Groups 1, 2, 3, 4, and all but one each from those reporting in Groups 5 and 6, require graduation from *high school* for entrance into the department. Forty-eight cities in Group 7 and seventy-six cities (out of 111) in Group 8 require high school education. Two chiefs in Group 6, three in Group 7, and twelve in Group 8 did not answer the question.

Although 226 chiefs of police report that they investigate and fingerprint applicants for entrance into the department, thirty-one chiefs report that they *do not* fingerprint applicants and one chief reported that he made *no* investigation!

With regard to examinations for entrance and appointment, considerable variation is reported. For example: One hundred seventeen report that the examination is given by the department; in eighty-two cities the civil service gives the examination; eighteen cities conduct an entrance examination under a merit system and thirty-two cities did not answer the question.

As to *type* of examination, thirty-six cities give neither a written nor an oral examination; four cities cities give only a written examination; eighty-four cities give only an oral examination; 162 cities give both a written and an oral examination, and eighteen cities did not answer the question.

In 213 cities the chief of police appoints the recruit; in five cities the police commissioner makes the appointment; thirty-three cities report that the City Council makes the appointment; in fifteen cities the Civil Service Commission appoints the successful candidate; eight cities report other methods of appointment, and fifteen cities did not reply to the question.

Of the 304 chiefs of police returning questionnaires, 126 reported that they have residence requirements, 168 reported they have none, and ten did not answer the question. Of the eleven police departments in Group 1, four have such requirements and seven do not; of the sixteen departments in Group 2, five have residence requirements and eleven do not; in Group 3 two departments have residential requirements and two do not have such requirements; out of seventeen departments in Group 4, nine have residence requirements and eight do not; eight of the twenty-three departments in Group 5 have residence requirements and fifteen have none; of the sixty-three departments in Group 6, twenty-two have residence requirements, thirty-nine do not, and two chiefs failed to answer this question; in Group 7 of the fifty-nine departments, twenty-two have residence requirements, thirty-six do not, and one chief did not answer the question; in Group 8, which includes 111 departments, fifty-four have residence requirements, fifty do not, and seven chiefs did not answer the question.

In-service training in the police departments is as variable as the examining and recruiting procedures. Sixty-seven chiefs report that they have *no* in-service training in their departments, seventy-four report that *some* of their men have attended the five-week Basic Training Schools conducted by the State Department of Education; twenty-five report that *some* of their men attend the two-week Peace Officers' Technical Institutes conducted by the State Department of Education; fifty chiefs report that they have department training schools for recruits only; and sixty-two chiefs report that they have department training schools.

Of the 14,283 sworn personnel employed by the 304 police departments reporting, 6,116 are employed in the police departments of Los Angeles (4,414) and San Francisco (1,702). The next largest police department, San Diego, employs 674 sworn personnel while the remainder are distributed, without any consistent relationship between number of personnel in the department and population of the community, throughout the entire eight groups. For example: In Group 5 (20,000 to 29,000 population) 23 departments reported their sworn personnel ranged from eight to thirty-nine policemen while in Group 6, (10,000 to 19,000) sixty-three departments reported their sworn personnel ranged from nine through forty-six policemen.

With regard to salaries, generally speaking, lower salaries are paid in the smaller cities. However, with the exception of the larger cities and counties, there is a surprising lack of consistency in salaries paid and where

some other factors may have created a satisfactory climate for establishing adequate pay and other standards, it has been possible to establish them even in relatively small police and sheriffs' departments. Although, in the main, the amount of salary paid may be related to the size of the jurisdiction, the theory that this is a demonstration that the cause of low salaries is inability of the smaller political sub-divisions to pay is not consistent because both in police departments and sheriffs' offices, it has found that there are a number of exceptions to this condition.

However, in considering the individual police officer, it was found that of the 14,283 sworn city police personnel reported, 8,779 are employed by cities in Group 1. In this group the lowest maximum salary is $407.00 per month, while the highest, $489.00 is the *maximum* policeman's pay for the cities of Los Angeles and San Francisco which employ 6,116 sworn personnel. The median for Group 1, as of June 30, 1956, was $435.00 and the average $442.50. Accordingly, so far as the individual officer is concerned, well over half of the municipal policemen employed in California are members of departments which pay the better salaries. One thousand three hundred eighty-three sworn personnel are employed by cities in Group 2 which, likewise, has a median of $417.00 and an average base patrolman's salary of $416.00 per month. However, in this same group one department has a maximum salary for patrolmen of $328.00 and one department pays a maximum patrolman's salary of $376.00.[1]

In the remaining six population groups the salaries vary greatly, even within each population group, from a low of $200.00 in Group 8 to a high of $477.00 in Group 4.

With reference to *sick leave, vacation* and *fringe benefits,* fifty police departments reported either *no* sick leave or no definite amount of sick leave granted while the balance of the departments, which constituted 248 cities, reported sick leave granted ranging from a maximum of four to sixty days per year.

Of the 304 cities reporting, 10 indicated that they provided *no* vacation or indefinite vacation periods while the remaining 285 who answered the question reported a range of from five to twenty-one days vacation.

Out of 304 cities, 301 answered the question concerning insurance provided by the department as a "fringe" benefit. Ninety-seven departments reported that *no* insurance was provided, but at the other extreme, fifteen departments reported providing *false arrest, medical* and *health,* and *life insurance* to the employee.

Regarding age standards, of the 263 chiefs who answered the question, twenty-five stated they had no *minimum* age for entrance into the department; two departments have a minimum entrance age of eighteen, 169 have a minimum of twenty-one; six have twenty-two, twenty-two have a minmum of twenty-three years; two have twenty-four; thirty-six have a twenty-five year minimum age and two reported a minimum age of thirty-five years!

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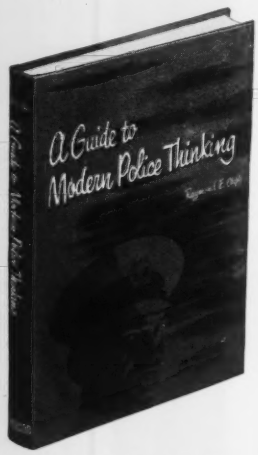

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Of the 263 chiefs replying to the question relative to a *maximum age* for entrance into the police department, fifty-three stated they had no maximum age, one reported twenty-five; two stated twenty-nine, twenty reported thirty years, fourteen have thirty-one; five reported thirty-two, four stated thirty-three; four reported thirty-four, ninety-three set thirty-five; four, thirty-six; three, thirty-seven; two, thirty-nine; twenty-five reported forty; two, forty-two, fifteen, forty-five; nine, fifty; three, fifty-five; two, sixty, and two set sixty-five.

With reference to *medical, psychological,* or *psychiatric examinations* and *agility tests,* there is also a great difference in the policies and practices of different departments. Of the 304 police departments returning questionnaires, 217 reported that they require medical examinations, sixty-nine do not, and 18 did not answer the question. All police departments in Groups 1, 2, 3, 4 and 5 require medical examinations. One hundred twenty-three Departments require agility tests; 163 do not, and eighteen failed to answer this question. Generally speaking, as the size of jurisdictional population diminishes, the requirement for an agility test also diminishes. Only seventeen police departments reported requiring psychological or psychiatric examinations, 269 do not, and eighteen failed to answer the question.

Concerning the *availability of qualified personnel* for recruiting, 174 of the 304 chiefs reporting, believe that *inadequate salary* was an important factor which makes it difficult to recruit. Generally, the number of chiefs of police who made this statement increased in somewhat direct proportion to the decrease in the population within their jurisdictions. Seventy chiefs also mentioned *lack of job security,* and twenty-six chiefs stated that *poor working conditions* were also factors which influenced and were detrimental to recruiting qualified personnel.

The last part of the questionnaire, and possibly the most important from the point of view of determining the opinions and reactions of both chiefs of police and sheriffs towards the establishment of mandatory statewide minimum standards by state law, brought some very interesting, sometimes surprising, but very worthwhile answers.

Generally the great majority of both chiefs of police and sheriffs who answered the questions expressed themselves as being in favor of having laws passed by the State Legislature establishing minimum standards of performance, education, training, and physical ability, the establishment of a civil service or merit system, provision for retirement and pension, and a minimum salary.

With regard to salaries, 247 chiefs of police were in favor of establishing a minimum salary by statute, thirty-three opposed, and fifty-seven did not answer this question.

While a large percentage of both deputy sheriffs and police officers are employed in the larger jurisdictions where generally better conditions prevail, practically all of the data adduced by the questionnaire reflect that the many smaller law enforcement agencies in California are the ones who suffer from lower standards. Hence, in dealing with law enforcement personnel standards, the logical conclusion is that the greatest need for assistance of some type exists in these smaller jurisdictions.

Regarding the establishment of mandatory standards by state law, those chiefs of police and sheriffs with currently high standards were not so prone to welcome state developed standards in this field. However, despite apparent *indications of this feeling, it is believed that the replies received show that an overwhelming number of chiefs of police and sheriffs favor the establishment of some type of minimum law enforcement personnel standards on a state-wide basis.*

From a preliminary evaluation of the information that has been obtained, it seems apparent that something should be done to assist the police and sheriffs' departments by the enactment of legislation providing for a number of minimum standards. ★★★

[1] All salaries quoted in this preliminary report are correct only to June 30, 1956.

DON'T FORGET! Appearance, manners, and attitude are important too!

A Cosmopolitan Metropolis Policed by Honolulu's Finest

By Chief Daniel S. C. Liu

EDITOR'S NOTE: *Out in the PARADISE OF THE PACIFIC, Chief Liu presides over the Police Department of Honolulu, where his record as the Chief Police Executive has attracted widespread attention. Chief Liu took the first merit system competitive examination ever given in the Honolulu Police Department. That was in 1932, shortly after a survey and reorganization of the Department had been completed. He was one of a handful from among two hundred sixty applicants who passed the examination. Chief Liu had the important experience of serving in every branch of the Department. He was a radio patrolman until January 1, 1935, when he was appointed Sergeant. He became a Lieutenant of Police on January 1, 1941, and at the same time was appointed Secretary of the Police Commission.*

Continuing his meteoric rise in the Department, on May 1, 1945, he was appointed Captain of Police, and became an Assistant Chief of Police on January 8, 1945. Three months later, the title was changed to Deputy Chief of Police. Then on July 24, 1948, following the retirement of Chief William Hoopai after thirty-four years of public service, Liu was named Chief of Police. Recognizing his contributions to the service, members of the International Association of Chiefs of Police elected to hold their 1957 Annual Convention in Honolulu, September 29, 30, October 1 and 2. In the following article, Chief Liu demonstrates his strong devotion to the service ideals of one of government's most important professions.

MARK TWAIN (Samuel Clemens) once described Hawaii as the loveliest fleet of islands that lies anchored in any ocean. The story of Hawaii has been told and retold in music, poetry, in serious sociological studies, political articles, and paintings. Geographically, the Hawaiian Islands are composed of eight islands of which seven are inhabited by people. Geologically, the age of the islands is young, considering their emergence during the middle tertiary period of geologic time.

The island we police is the capital of the Hawaiian archipelago called Oahu. Geographically, it is only 40 miles long and 26 miles wide with an area of 604 square miles with a total population of 362,196 people. (The total population figure does not include military personnel.) Police surveillance per square mile is 1.29, and the number of officers per 1,000 population is 1.28. Total police officer personnel is 467.

Of the entire eight islands which make up Hawaii, Oahu is the most important because it is the site of the city of Honolulu and has a fine harbor. Pearl Harbor, the home of the United States Pacific Fleet, and other major military installations are also located on Oahu. Honolulu Harbor serves as the crossroads of the Pacific for many vessels which sail the vast waters of the Pacific. Here the Honolulu police offer protection of life and property through its waterfront beats.

Chief Daniel S. C. Liu, host to the 1957 Annual Convention of the International Association of Chiefs of Police, to be held in Honolulu, September 29 through October 2.

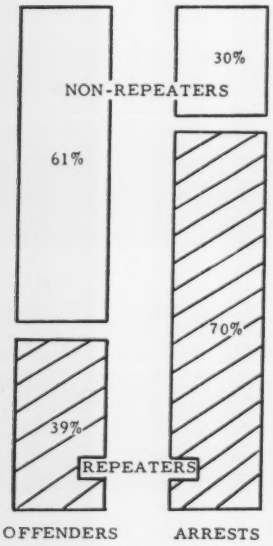
Also growing in importance to Oahu's strategic facilities for shipping are the land areas which are now transforming the island into a fixed base for the air liners now crossing the Pacific area. In this respect the Honolulu police offers protection by assigning officers to maintain airport surveillance.

Here on this island almost fifteen years ago, we remember so vividly the catastrophic moments of the beginning of the Second World War on the Sunday morning of December 7, 1941. During this period, the Department was able to cope successfully with the situation because of the extensive preparation and training of its officers, both regular and reserve. The entire Department worked without regard to hours, and throughout the month of December "days-off" were cancelled.

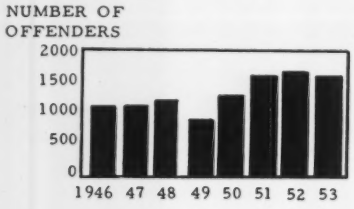
Americans have come to recognize Hawaii as an important part of the United States and possibly soon it

Address: Chief Daniel S. C. Liu, Police Department, Honolulu, Hawaii.

A. 1953 JUVENILE OFFENDERS



B. JUVENILE OFFENDERS HANDLED BY POLICE, 1946 - 1953



will be accorded its proper status as the 49th state. The record uncovers half a century of Hawaii's progressiveness—strong evidence that it is ready for statehood. If accorded statehood, the change from territory status would give the American citizen in Hawaii the right to full voting representation in both Houses of Congress, the right to vote for the President of the United States, the right to vote for state officials, the right to vote in the amending of the Constitution, the right to representation in the choice of federal judges, and the right to a voice in the election of the local judiciary. A plebiscite in 1940 indicated that Hawaii's population favored statehood two to one. Since then, statehood support has grown even stronger.

THE PROBLEM OF DIVERSE RACIAL COMPOSITION

There is not a single place in this world that can compare with the diversified races and ancestries that popularly characterize the population of Hawaii. Whether it be in business enterprise, industry, commerce or community life, races of varying backgrounds are represented.

The Hawaiian Islands were discovered by Captain Cook in 1778. Following this discovery, new horizons for the adventurous travelers and the ambitious traders opened up. Early forms of trading, missionary work, and the growth of the sugar plantations contributed tremendously to the social background of Hawaii. The expanion of profitable sugar industries made it necessary to recruit laborers from the outside since the Hawaiians were not quite adaptable to plantation labor.

The first migrant workers or laborers were the Chinese. This first group became dissatisfied with life on the plantation and many left to explore other prospective livelihoods. The Portuguese followed in 1878 and 1900. The Japanese arrived about the same period and later were followed by other racial groups.

The Filipinos were the last group to arrive as migrant workers and today, they make up the bulk of the laborers in the sugar and pineapple industries. In the process of living together in a community, there was a great degree of interplay between relinquishing old world customs and the adaptation of new ones. During this assimilative period, tolerant attitudes developed toward other races and cultures. Changes occurred in the social habits and food habits of these people.

HONOLULU POLICE REFLECT DIVERSE RACIAL COMPOSITION

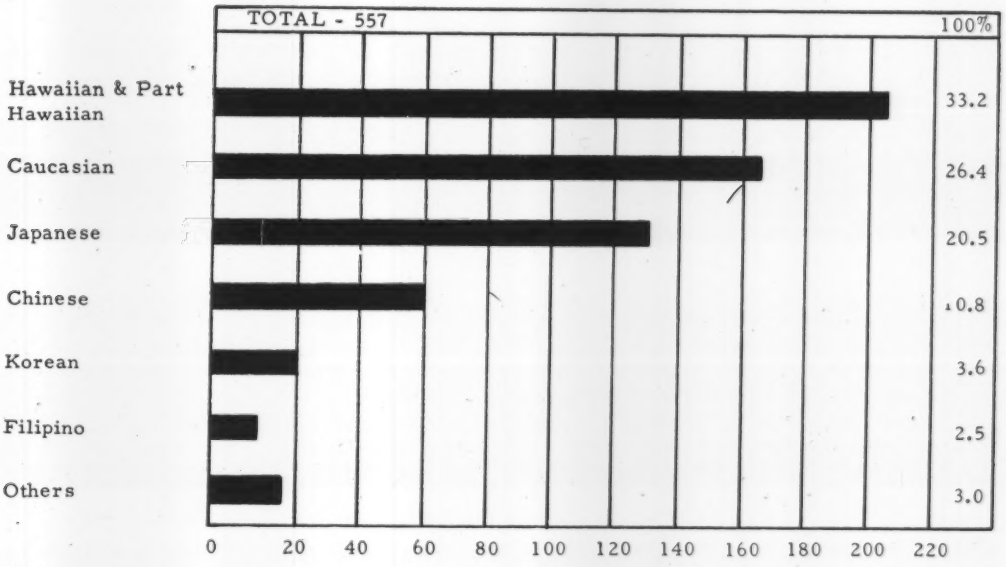
Of all the police departments throughout the United States, the Honolulu Police Department is unique with respect to its racial composition. The "melting pot" pattern throughout the islands is reflected in Hawaii's law enforcement organization. The many races characterizing the community requires a diversified racial representation in the Police Department. Because of such representation, the Department is able to operate more efficiently and provide better services. The officers' knowledge of the customs and cultures of other ethnic groups affords a better understanding of the dynamics of the social behavior of all races.

The ability of the officer to communicate with those who are not fluent in the English language, particularly the older members of immigrant groups who still retain their folkways and language, is a definite asset in establishing a more harmonious relationship. The officers must often resort to a vocabulary that can be understood by the party interviewed. In other words, the officer must make an effort to converse on the same language level.

PLANNING TO MEET POLICE PROBLEMS

The administration of this Department insists upon the rendering of just service at all times—service that is consistent with the fundamental principles of the American way of life. It has always been the policy of the police administration that preparatory measures in the way of training be constantly employed to maintain the fair-play attitude on the part of the officer. This Department fully realizes the importance of professional service and always deems it proper to review matters of training from time to time regarding human relations.

RACIAL DISTRIBUTION OF POLICE
AND CIVILIAN PERSONNEL - 1956



Nothing that would produce fertile soil for prejudice, scapegoating of individuals or groups, or stereotyping of racial groups is condoned.

With the assistance of other agencies and instructors within this Department, courses to further the officer's knowledge in understanding human relations are provided. Although the problem of the race riot is one of rarity here, methods and techniques in the handling of these situations are emphasized. If and when such disturbances occur, the police will be able to cope with these problems successfully. We are of the opinion that by keeping abreast through the medium of rigid in-service training, the officers will be able to meet different situations with a high degree of efficiency.

CONFLICT OF CULTURES AS A MAJOR FACTOR IN CRIME AND DELINQUENCY

A problem which confronts the Honolulu Police Juvenile Crime Prevention Division is juvenile delinquency. Cultural conflict is recognized as one of the major factors in causation of delinquent juveniles. In this crossroad metropolis, where several systems of cultures have been introduced by immigrant groups, one can easily perceive the reason for a tendency toward un-coordinated patterns of social life. This failure not only occurs in Hawaii but also in continental United States where similar conditions exist.

Appreciation of cultural differences is important in understanding the dynamics of juvenile behavior in making a social diagnosis and giving wider casework service to the juvenile delinquent. This is especially true in cases of children who are considered either in the second or third generations or those who are offsprings of inter-racial marriages and are brought into contact with both the culture of their parents and the dominant culture of the United States. These children find difficulty simply because they have not completely incorporated either system. Hence, the resulting confusion of standards presents limitless opportunities for uncontrolled behavior.

According to Robert Park, an eminent sociologist, "Culture consists of those habits in individuals that have become customary, conventionalized, and accepted in our community." It is a characteristic common to all racial groups, and it varies from group to group and changes from period to period. There are many indices of culture, such as assimilation, social disorganization, racial prejudice, methods of social control, maturation of the community, and others. A professor at the University of Hawaii in his studies of cultural conflicts gives a very reasonable explanation when he states, "The basis of Hawaii's peculiar problems of juvenile delinquents are doubtless inherent in the very character of Island economy and life."

In the year 1953, an estimated 1,600 boys and girls, seven through seventeen years of age, were dealt with by the Honolulu Police for violation of the law. This means that 20 out of every 1,000 students, ages seven through seventeen, enrolled in the elementary through high schools in both public and private schools on this island of Oahu, were arrested as juvenile offenders. Of these offenders, 70 per cent lived in the city of Honolulu and 30 per cent lived in surrounding rural communities.

Who were these offenders? The offenders were estimated as 1,280 boys and 320 girls arrested by the police. The ratio here is four boys to one girl.

PER CENT DISTRIBUTION OF TYPES OF OFFENSE BY RACE OF INMATES IN THE CITY AND COUNTY JAIL, 1950-1954
(Based on 10 per cent sample)

Offenses	*Caucasian*	*Chinese*	*Japanese*	*Korean*	*Filipino*	*Hawaiian*	*Puerto Rican*	*Negro*	*Others*	*Unk.*	*Total*
TOTAL	30.9	1.6	6.3	1.4	13.4	27.6	6.7	5.4	3.9	2.8	100.0
Against persons	1.9		0.4	0.2	1.2	2.2	0.8	0.4	0.2	0.4	7.7
Against property	2.7	0.4	0.9	0.3	2.2	4.6	0.4	0.4	0.4		12.3
Morality and decency	0.8	0.2			0.8	0.8	0.3	0.9	0.4		4.2
Peace and safety	1.2	0.2	0.4	0.3	2.7	2.5	0.9	0.2	0.2	0.3	8.9
Driving while intoxicated	1.2		0.3			0.6		0.3	0.4		2.8
Drunkenness	13.1	0.4	3.3	0.4	4.2	12.5	2.8	0.9	1.3	1.0	39.9
Traffic	9.2	0.2	1.0	0.2	1.7	3.4	1.2	2.1	1.0	0.9	20.9
All other offenses	0.8	0.2			0.6	1.0	0.3	0.2		0.2	3.3

For purpose of classification, the following are the offenses under PART I and PART II CASES:
OFFENSES AGAINST PERSONS: Murder, manslaughter, aggravated assault, other assaults, and rape.
OFFENSES AGAINST PROPERTY: Robbery, burglary, larceny—theft, auto theft, embezzlement and fraud, stolen property, and forgery.
OFFENSES AGAINST MORALITY: Prostitution, sex offenses, and offenses against family.
OFFENSES AGAINST PEACE AND SAFETY: Drug laws, weapons, liquor laws, disorderly conduct, vagrancy, gambling and suspicion.
DRIVING WHILE INTOXICATED, DRUNKENNESS, AND TRAFFIC VIOLATIONS seem to be in categories by themselves. All other offenses include those that do not fit any of the mentioned categories.

How old were they when in trouble? Children in the elementary school age level (7-11 years) were involved in one-tenth of the arrests or 10 per cent; teenagers in the intermediate school age level (12-14 years), more than one-third of these arrests or 35 per cent; teenagers in the high school level (15-17 years), more than one-half of these arrests or 55 per cent.

How often were they in trouble? Thirty-nine per cent or 625 of those 1,600 youngsters were involved in 70 per cent or about 1,370 of the total arrests (see chart A).

The juveniles arrested more than once in the teenage group (13, 14, and 15) accounted for 57 out of every 100 repeated arrests. Most of the repeaters were arrested about two years or within such time after their first arrest.

The offenses these juveniles were most frequently arrested for were in the category of larceny and burglary, followed by sex offenses and auto theft. The older teenage group committed the majority of the larcenies, burglaries, and auto thefts.

From the standpoint of the police, 64 out of 100 arrests were referred to the Juvenile Court; 21 were counseled and released to parents, relatives or guardians; 9 counseled and released without formal charges; 6 referred to child care agency or institution for follow-up service.

RACE OF INMATES

A very recent survey conducted by Dr. C. K. Cheng of the University of Hawaii unravels some interesting data pertaining to different races who run afoul of the law. A table on the following page shows the per cent distribution of types of offenses by race of inmates in the City and County Jail during the period, 1950 to 1954.

The chart indicates that Caucasians comprise the largest single racial group in jail. Of the inmates included in the study, 3 out of 10 were Caucasians. Majority of them were violators of liquor and traffic laws. Hawaiians ranked a close second, also with a 3 to 10 ratio for more or less the same types of offenses. Filipinos ranked third with 13.4 per cent representation.

In view of the fact that both Puerto Ricans and Negroes are numerically small in the total population of the Territory, their representations of 6.7 and 5.4 per cent in jail might be taken as over-representation, especially in comparison with 6.3, 1.6, and 1.4 per cent for Japanese, Chinese, and Koreans, respectively.

MILITARY AND CIVILIAN RELATONSHIPS

Events and developments of the past have focused attention on the relations between certain civilian groups and military personnel in Hawaii. This situation is of unquestioned seriousness to each and every member of the community. The war years have demonstrated the ever-present possibility that human relations can become exceedingly aggravated in Hawaii.

There are between fifty and sixty thousand military personnel and their families residing in Hawaii. In addition to this, there are often many transient servicemen. The people of the islands are dependent to a great degree upon the military. Admiral Stewart S. Murray, reporting to a conference in human relations in Honolulu on January 14, 1953, said, "About one person out of every three on Oahu is directly supported by the military forces."

These individuals, military and civilian, intermingle daily, united by common and related functions within our mechanized and interdependent society; divided, however, by the fact that they have all emerged from different and alien cultural backgrounds.

The fact that differences do exist should not come upon us with startling effect. We must face the fact that ours is a competitive society. Not only individuals but also national, racial, and social groups are in competi-

tion as they strive individually and collectively to improve their status. It is almost inevitable that such competition will bring about some measure of conflict. There is an implicit reason within this relationship for the possibility of overt clashes and outbreaks.

What are some of the underlying causes of tensions and conflicts between military personnel and our civilian population? The majority of servicemen in Hawaii have been separated from the protective and secure surroundings of family and kinsfolk. It is from relative strangers that they must secure personal recognition. It is common knowledge that little genuine appreciation is forthcoming from strangers; consequently, many of these men feel constantly disappointed and frustrated. No one feels content to be ignored and regarded as being of little or no importance. This creates pent-up emotions and feelings which may be released in the form of hate, contempt, and even acts of violence.

The situation is particularly aggravated by the limited availability of recreational areas in Honolulu. The facilities are grossly inadequate to meet the needs of so many. As a result, servicemen frequent the less desirable places. Cheap and tawdry entertainment of Honolulu's "honky-tonks" have been forced on the servicemen. Relatively few are able to enjoy the advantages of Honolulu's cultural centers. There is fertile soil in these less desirable areas for the initiation of tension and conflict. Many servicemen feel that these "joints"shamelessly take advantage of them.

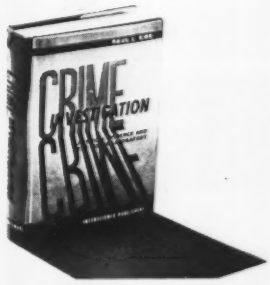
Competition for the affections of the young ladies of the islands underly much of the tension between civilians and servicemen. Because of the sex disproportion in Hawaii, most of the service personnel must direct their attentions to the local girls if they are to have any feminine companionship whatever. This attention by the servicemen, although usually appreciated by the girls, is resented by the local boys. Many servicemen have been successful in winning the hearts of island girls in marriage. Some of the local boys who commit acts of aggression on servicemen rationalize their behavior as a means of protecting the honor of the island girls. Since quite a number of girls have been left "holding the bag" so to speak, when servicemen leave the Territory, they feel that the island girls are susceptible to the "snow jobs" of these men. This has evoked disapproval.

Underlying most of the incidents is the widespread disposition of islanders and servicemen to conceive of each other as out-groups. It is part of the familiar malihini-kamaaina dichotomy which lies at the root of so much of the behavior and thinking in the islands. The racial factor has unquestionably been one of the fairly constant elements in the service-civilian issue for many years. Actually it is difficult to exclude race completely from any important social consideration in Hawaii.

Specific devices for providing more wholesome recreation for both civilian youth and servicemen will help. The close collaboration between civilian and military police has helped immeasurably in curbing outbursts of violence. The basic problem will remain with us for some time, and it is well that both civilian and military authorities alert themselves to the potential dangers involved. As long as Hawaii remains as one of the principal military outposts in the Pacific, the task of reconciling the desires and habits of large groups of young men away from home with the expectations of a stable community is a critical one.

From the standpoint of law enforcement, Honolulu is a fairly clean city. Certainly this is not entirely construed to mean that the city is ideal as compared to other cities throughout the United States.

However fascinating Hawaii may be those who visit the islands, call it as you may, "THE PARADISE OF THE PACIFIC," the problem underlying the character of the city are similar to those encounted elsewhere. Realizing there is room for improvement, the Honolulu Police Department is working steadily to serve the people with utmost efficiency and fairness. All this to make Honolulu a better place to live. ★★★



CRIME INVESTIGATION
Physical Evidence and the Police Laboratory
by Dr. Paul L. Kirk
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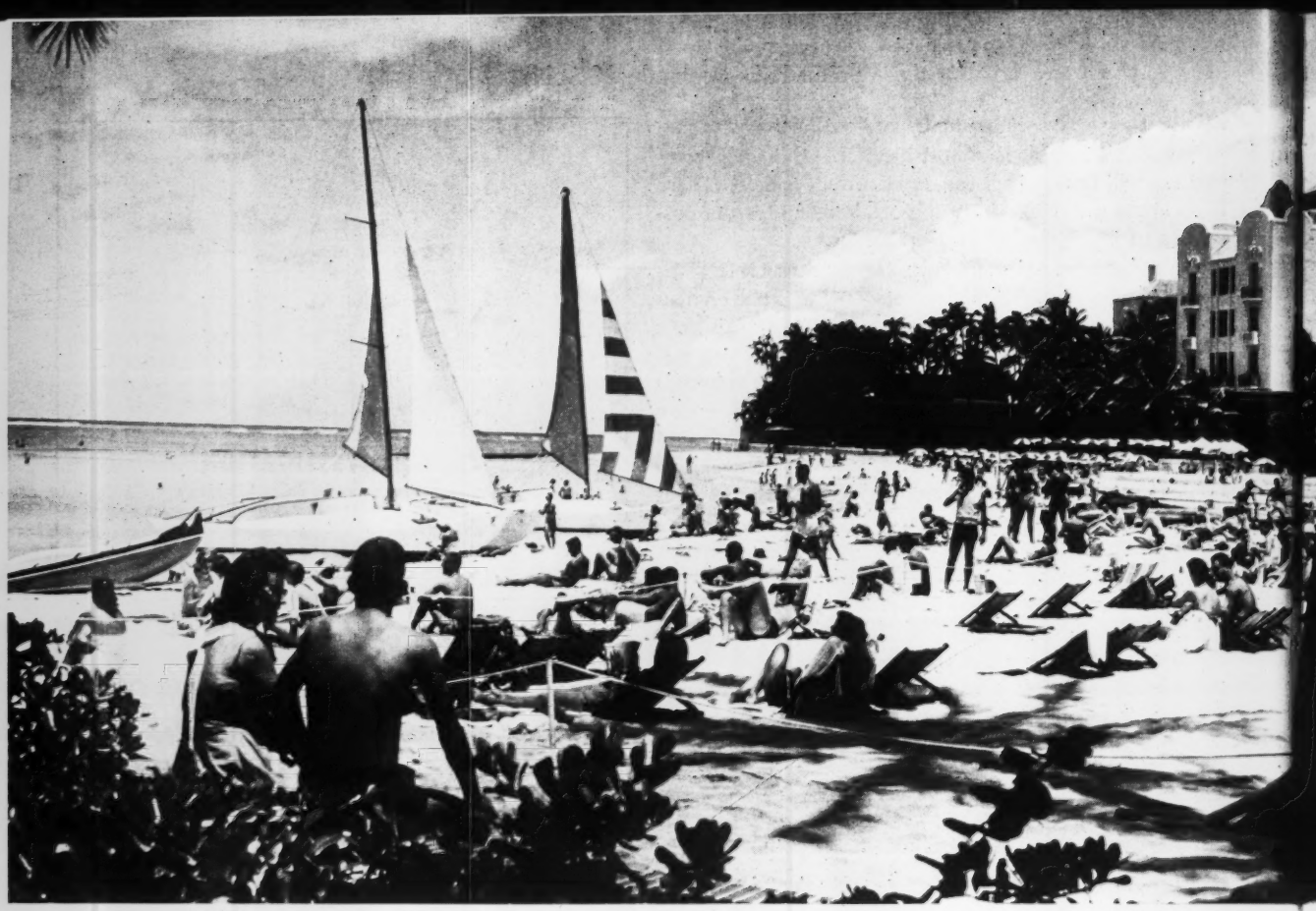
HAWAII
RACIAL DISTRIBUTION (CIVILIAN AND MILITARY)
(1950 Census)

	Population			*Per Cent Distribution*		
	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE
All races	499,769	273,871	225,898	100.0	100.0	100.0
Hawaiian	86,090	42,781	43,309	17.2	15.6	19.2
Caucasian	114,793	65,405	49,388	23.0	23.9	21.9
Chinese	32,376	17,043	15,333	6.5	6.2	6.8
Filipino	61,062	43,547	17,515	12.2	15.9	7.8
Japanese	184,598	93,246	91,352	36.9	34.0	40.4
Korean	7,030	3,849	3,181	1.4	1.4	1.4
Negro	2,651	2,033	618	0.5	0.7	0.3
Puerto Rican	9,551	5,007	4,544	1.9	1.8	2.0
All other races	1,618	960	658	0.3	0.4	0.3



Catamarans like these pull up on Waikiki beach to take Hawaii vacationers for a ride through the waves off Diamond Head.

International Association of Chiefs of Police

1957 IACP CONVENTION NEWS

The 64th Annual Conference of the International Association of Chiefs of Police in Honolulu will begin Sunday afternoon, Sept. 29, 1957, and will end Thursday afternoon, Oct. 3, 1957. The actual schedule for meetings, conferences, and other business will be given to you at a later date by the Association.

During the Conference days, and possibly the day before and the day after, there will be time to take in the highlights of the Island of Oahu. These activities are being planned for your enjoyment by the Honolulu Police Department as your host—naturally, without charge to you. There will be a reception, circle trip of the Island of Oahu including lunch, a visit to the Dole Pineapple Cannery, a visit to historic Pearl Harbor, and other special events.

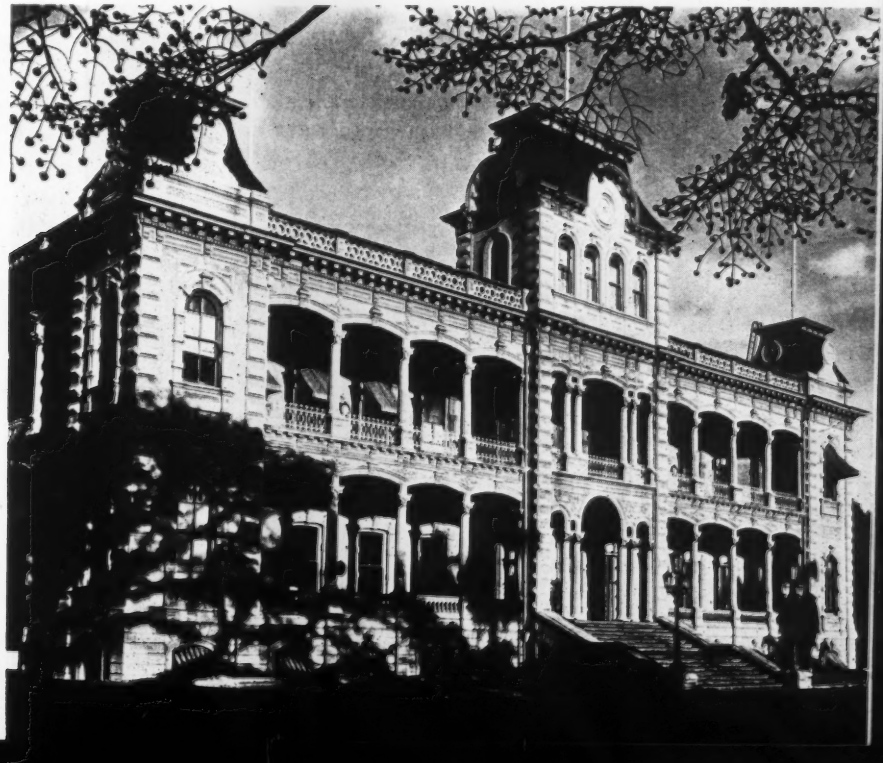
Hotel reservations have been secured at [illegible]din lulu Hotels, and are reserved from Sept. 2[illegible] total of six nights. Since you are travelin[illegible] to Honolulu, do yourself a big favor and [illegible] six nights in Honolulu. You may stay add[illegible] by paying an additional hotel charge.

In addition to activities mentioned abo[illegible] fers will be included from the airport or [illegible] hotel on arrival and departure.

For your stay on Oahu, from Sept. 28 t[illegible] pay only for meals and hotel. The hotel ra[illegible] on the European Plan so you can eat wh[illegible] The additional arrangements and activiti[illegible] above are furnished by your host, Chief [illegible] Honolulu Police Department.

All Hawaiian pictures courtesy of Hawaii Visito[illegible]

(Above) Breathtaking view. From this lookout on the Hawaiian island of Kauai, vacationers scan the Kalalau Valley. The valley, inaccessible except by horseback or afoot, lies 4,000 feet below. Mists drift across the horizon with the sea beyond. Adjacent is the Valley of the Lost Tribe, accessible only by sea. (Below) Iolani Palace, only palace on American soil, is today administrative heart of the Hawaiian Islands. The Governor and his officers are headquartered here. The Throne Room, preserved intact from monarchial days, is a sightseeing attraction.



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FAMED SEATTLE POLICE DRILL TEAM TO PERFORM AT HONOLULU IACP CONVENTION

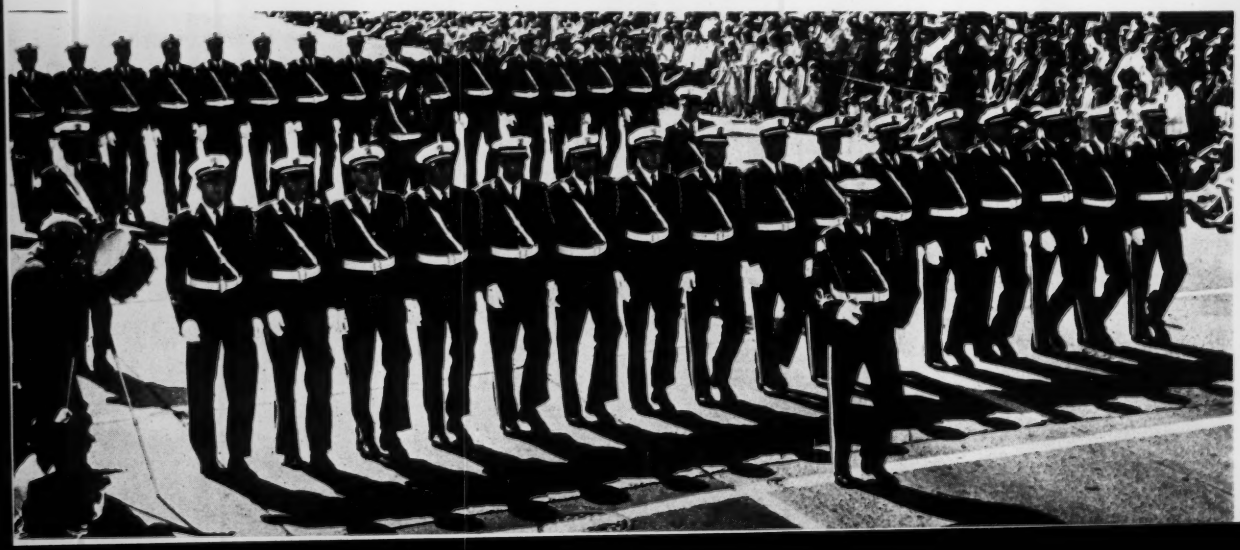
The Seattle Police Drill Team founded just twenty-three years ago, has gained international acclaim. The Team has performed in every major West Coast City, including Canada, from Juneau, Alaska to Mexico and has made two visits across country to the nation's capital, Washington, D. C.

The Team is probably the most traveled group of policemen in the United States. Since the founding of the team, it has covered close to 75,000 miles performing in exhibitions and parades. All members are police officers and are not paid for drilling. The time spent in drilling and drill practice is donated from their own time.

The Team is under the direction of Assistant Chief of Police J. D. Porter, managed by Supervising Captain H. D. Kimsey, and under the immediate command of Drill Captain Charles Kessler. Since the beginning, these men and others have guided the Team to recognition as "National Champions."

SEATTLE POLICE DEPARTMENT DRILL TEAM

DIRECTOR: Assistant Chief of Police, Captain J. D. Porter.
MANAGER: Captain H. S. Kimsey.
DRILL CAPTAIN: Officer C. W. Kessler.
TEAM LIEUTENANTS: Officers: F. O. Lungdahl, J. S. Hunter, W. R. Rasmussen.
QUARTERMASTER: Officer D. B. Gimsrud.
COLOR BEARERS: Officers: Sergeant H. L. Schultheis, Sergeant P. E. Reader.
COLOR GUARDS: Officers: M. C. Nelson, O. L. Cone.
GUIDONS: Officers: H. C. Godfrey, W. S. Robbins, K. J. Williams, D. P. Harrow.
ALTERNATES: Officers: L. E. Holder, R. E. Heston.
DRUMMER: Officer F. G. Glover.
MEMBERS OF THE LINE: Officers: *1st Platoon:* G. E. Mullen, F. R. Ferguson, S. W. Buckley, J. A. Hanson, R. L. Hanson, R. D. Ward, J. E. Rinker, C. R. Tripp, J. L. Farrell, R. U. Muffley, A. G. Wilding, D. E. Poulsen, H. L. Gray, J. C. Gregory, G. T. Clinton, A. H. Baker. *2nd Platoon:* T. W. Yerabek, N. W. Moyle, J. A. Ramar, H. F. Johnson, J. A. Mairs, E. Drovetto, C. W. Hodge, A. W. Rasmussen, M. E. Ready, D. A. Cowan, P. R. Mattingly, G. R. Tellefson, R. M. Dodge, W. W. Wyatt, H. A. Vanden Wyer, T. M. Stone.



The Juvenile Police Officer

By Lieutenant Bernard Berkowitz

EDITOR'S NOTE: *Lieutenant Berkowitz was associated with the New York Police Department from 1941 to 1953 in the Juvenile Aid Bureau, serving successively as Field Worker, Supervisor and as Director of Information and Planning, where he was responsible for staff development, training and program planning. During this time, he organized in collaboration with the Fordham School of Social Service the first police unit for social work training in protective service. He was Delinquency Consultant for the Association for Psychiatric Treatment of Offenders from 1950 to 1952 and is presently serving in that capacity for the Youth Consultation Service, Diocese of New York and the Alfred Adler Consultation Center and Mental Hygiene Clinic.*

He is a member of the Mayor's Committee on Probation in the Social Courts (City of New York) and sometime Consultant to the New York City Youth Board and the New York City Welfare Council. Since 1953, Lieutenant Berkowitz has been engaged in full time private practice in psychotherapy with young adults and adults (delinquents, psychopaths, border psychotics and homosexuals). In the following article, he describes a casework approach in a police setting to the delinquent and pre-delinquent which will prove of interest in all sections of the country.

POLICE thinking on the problem of juvenile delinquency has been conditioned through the years not only by practical necessity, but also by varying currents of thought in the social sciences.

The ways in which these elements are combined will vary from city to city. However, each program will include efforts at suppression of social hazards to children, programs to foster positive attitudes toward police, and organization to identify and secure treatment on an individualized basis for vulnerable children.

The men and women of the Juvenile Aid Bureau of the New York City Police Department, operating from eleven district units throughout the city, regularly patrol and keep under surveillance the likely contact points of children and crime—the Times Square area, parks in summer, and all places of public amusements. We maintain a constant patrol of those areas in the city where unaffiliated youth groups tend to turn into antisocial gangs.

Case finding is a central function of any police juvenile bureau. Working upstream etiologically, getting to the potential delinquent as early as possible, the JAB stresses its case-finding role. It maintains an educational program among the city's 19,000 policemen to stress the need for reporting the names of delinquent children. While the patrolman is required to bring the more serious cases into court, he refers to the JAB children under sixteen whose offenses are less serious. Most of our cases come to us from the uniformed force of the department. Others of the 16,000 children who are referred to us in an average year are reported by parents, teachers, neighbors and other social agencies.

When a report comes to one of our eleven district offices, a trained juvenile officer, who does not wear a uniform, is assigned to make a thorough investigation into the circumstances. The average duration of this social investigation is thirty days, a period permitting scrutiny of the child's home, neighborhood and school relationships, and his religious and recreational affiliations. An estimate of the child as a growing personality is the central focus of our study, and we are able to supplement our personal impressions, where necessary, with professional consultation. We maintain our own psychometric testing service, and we are able to secure diagnostic appraisals from psychiatrists and other medical specialists in the community. The offense itself is not stressed. It is regarded solely as our point of contact, to be fitted in with our total social and psychological evaluation of the child.

NORMAL CHILDREN

Our findings in most cases disclose a relatively normal child, who had been reported for an act which is a commonplace incident of growing up in a crowded and heterogeneous city. These children may be safely entrusted to parental guidance and the normal processes of maturation. Few delinquent acts are found to be symptomatic of deep-seated maladjustment. Of the thousands of offenses reported to us we must screen out the relatively small number of children who are vulnerable and need specialized services, roughly one in sixteen. It is obvious that only a small percentage of children reported for delinquency eventually become inmates of state penal institutions. However, it is this percentage that we are most concerned about reaching. We inevitably see also in the course of our work some who, while not in danger of becoming major criminals, do present a variety of correctable physical and and emotional disabilities. For these children we seek to arrange preventive services. Our interest must be constantly focused on the needs of the whole child even though he may have come to us on the basis of the delinquency symptom.

Having identified the child in need of help, the field worker must cut through the maze of problems that surround any single case, determine in what area treatment efforts should be undertaken, and find a treatment

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resource. It is not always simple to find the public or private agency to treat a delinquent even in New York. We make referrals to voluntary family and child welfare agencies, public welfare departments, mental hygiene clinics, group work agencies, and other specialized services. PAL maintains a vocational service which offers testing, guidance and placement for adolescent clients.

Referral is a highly skilled process, involving not only knowledge of the needs of the child and the community resources, but also ability to stimulate the interest of the family. Social agencies as a rule cannot help unless the family takes the initiative, and it is this very quality which is so often lacking in the family of the delinquent. For some time the need for a public agency equipped to intervene actively on behalf of these children has been recognized. Quite recently the New York City Youth Board[1] was instrumental in establishing such a service in the department of welfare. This unit is as yet able to cope with but a part of the problem, but it may become the facility to provide public protective service for children throughout the city.

Pending this eventuality, the Juvenile Aid Bureau has for some years maintained a service unit to provide treatment in non-referrable situations. We offer a unique range of social services, counseling and psychological testing, and in addition maintain consultative arrangements with private and public medical and psychiatric specialists. The method of the service unit is to reach out actively and warmly to the delinquent and his family to establish a helping relationship. Our police powers give us only the right to investigate and offer help, not to impose it. Where the family cannot be motivated to change, where the delinquent behavior persists, and there is danger of the establishment of a fixed criminal pattern, we must turn to the court. In terms of our philosophy of law and human rights, it is only the court which is empowered to intervene and, if necessary, supersede the parent in the up-bringing of the child. However, the fact that the court stands behind us, that we are the agents of social concern over the welfare of children, lends to our work an authority which we are able to put to constructive use.

We do not seek to minimize the difficulties of influencing attitudes and behavior through authority. There are many who say that authority and help of a mental hygiene nature are incompatible. In this connection it is important to keep in mind that authority has connotations of punishment, harshness and rigidity which have no place in any helping process. Furthermore, authority has two aspects which must be distinguished. The authority put upon the practitioner like a robe upon a judge, the authority that we carry as police officers, can be used only for a limited, specific, but important purpose—to make the contact possible. It is our entering wedge into the situation. It cannot be relied upon to sustain a treatment relationship. What makes change possible is another aspect of authority, a part of the personality of the helping person—not put on him like a robe or a badge. It is the authority of greater experience than the one to be helped, the authority of wisdom and learning which enables the client to trust and take help in any situation.

We have become increasingly aware of the implications of casework as a police function. The need for diagnostic thinking is implicit in the functions of screening and referral. Good police practice strives also to enable people in trouble to use community resources. We seek to interpret these services to them. In providing direct treatment we see ourselves serving as *locum tenens* for a broader community facility. In this capacity we are seeking to devise brief service techniques. We also stress carrying cases cooperatively with voluntary agencies where the agency cannot maintain contact unaided. ★★★

[1] See review of *Reaching the Unreached*, report of this project by the New York City Youth Board.

WATCH FOR THESE ARTICLES IN POLICE

Narco Investigation—*C. B. Hanscom*
Vision and Driving Hazards—*J. H. Bailey*
Stages of Acute Alcoholism—*K. M. Dubowski*
Crime Prevention—*D. S. C. Liu*
Of Steel Bars and Acid Tests—*A. F. Lykke*
Inadequate Discipline—*A. C. Germann*

Crashing the Barrier

By Inspector Paul H. Ashenhust

EDITOR'S NOTE: *This is the second in a series of three articles by Inspector Ashenhust of the Dallas Police Department on police public relations. He presents a more detailed treatment of this subject in his book* POLICE AND THE PEOPLE, *which has just been released by Charles C Thomas, Publisher.*

THE noise of what sounds like a shattering explosion is heard, windows rattle, residents are alarmed, switchboards at Police Headquarters, the Sheriff's office and local newspapers are swamped with incoming calls.

Throughout the United States businessmen are much concerned about a new concept of business management which is being widely discussed, the subject of communications. They are alarmed at their failure to reach their employees. They find themselves weak in putting over ideas, expressing themselves, keeping the channels of information open from top to bottom. In countless schools and seminars throughout the nation business executives of top calibre are seeking some dynamic method of reaching the minds of their employees.

Investigation of the reported explosion by officers throughout the area established that the devastating noise was brought about by a supersonic jet crashing the sound barrier.

If the police administrators will devise a combination embodying the methods of business in putting over their ideas plus a force as loud and powerful as the jet breaking the sound barrier we may have something with which to approach the three major objectives of the American Police. We have three jobs in front of us—

1. Professionalization of the Police.
2. Proper supervision of motor traffic.
3. A reduction in crime.

Shall I go into more detail about these three objectives? With reference to professionalization we must demand of the public everywhere, in city, and town, and village, that the police job be so upgraded as to attract capable men, dedicated to police service and with the training and ability to accomplish the job.

By the proper supervision of motor traffic I mean that we should get up off our cushioned chairs and stop the murder on our streets and highways. We talk a lot about it and we write a lot about it and it has now reached the point where we must do something about it. We act as if nothing can be done about it and we have the public thinking we are doing the best we can. Why not roll up our sleeves and see that the job is done, that tolerance, and sympathy, and pity, and politics, and laziness, do not prevail! Why not do a better job ourselves right down to the last traffic officer and then go to the people and demand cooperation from those from whom it is due!

And so we come to the question of reducing crime. Where are we? We are in the mire and sinking deeper every day, and if we keep our mouths shut about being undermanned and underpaid, about being untrained and poorly equipped, we are going to sink right out of sight.

We have a few weak and ineffectual voices. But we cannot do with just a few and we cannot reach our goal with weak leadership. We need thousands of voices, trained voices—How else can we crack the sound barrier?

We, the police must get through to the people. Hundreds of us must go into the national magazines like J. Edgar Hoover, to bring our case to the people. Hundreds of us must take to the rostrum like Chief W. H. Parker of Los Angeles and Colonel Homer Garrison of Texas. Hundreds of us must sparkplug our state and national police associations and support our professional magazines. Our Chiefs, hundreds of them must become community leaders, names to be reckoned with in the civic life of our towns and cities.

We must learn to put our ideas across and we must crack the sound barrier.

For our people cannot hear our weak and ineffective voices. We must master the art of communicating with the public; and we must have, not only the permission but also the support of our superiors, whether they be Mayors or Councilmen or Commissioners.

Today as policemen we are lumped together, the good and the bad, all tarred with the same brush. In one town we find a modern police plant with an up-to-date police organization. Thirty or fifty miles away we go down an alley to the rear of some public building, stumble down the worn, unlighted steps and enter a dismal police headquarters consisting of three or four unventilated rooms. The Chief is a local boy and the people like him and he has a lot of kin who have a lot of votes. But he has little ability, no training and insufficient force to raise his department up out of the basement into the sunshine.

So we have hundreds of such departments and the men who work them are called policemen and they wear a badge and a blue uniform and have the authority to arrest and many of them are good men. But politics and lack of understanding and an uninformed public make of them a backward department. And a hundred miles away we talk of the police profession. Are these men I

Address: Inspector Paul H. Ashenhust, Police Department, Dallas, Texas.

Group photo of graduation of recruits from the Police Academy in Newark, New Jersey. Ceremonies were conducted in front of City Hall with Mayor Leo B. Carlin officiating.

have described professional men, these men whose hours are twelve per day and who hold their jobs by playing up to the small town politicians and who draw less pay than a porter or a sweeper of the streets?

We have had much success in recent years in making individual officers into professional policemen. Now we must spread out, we must build a police profession and it will never be a profession until it embraces the police of the town, the small city and the large city.

The public apathy must be disturbed. We must crack the barrier of indifference. To do this we must shake off the shackles of timidity, face up to our responsibilities and meet our foes and critics in the public forum. We have honest and courageous newspaper editors; we can get time on our radio stations; we have our professional organizations and journals.

When local politics tie our hands or a penurious and ignorant governing body hold the purse strings so tight that we cannot do our job, we must go to the people with our story. We work for the people, all the people and not a handful of politicians. These same people are being murdered on our streets and highways and by our criminals. They are being robbed and otherwise despoiled of their property. Let us lay down the gauge of battle, challenge our foes and let the people decide. *If they know the facts we can count on them to make a fair decision.*

There is much to be done but it can be done. It will be done when we get into the fight as speakers, writers, fighters and workers. If we have the will we can find the way. We need allies and they are available for the asking. Newspaper editors, district attorneys, your attorney general, womens clubs and hundreds of other individuals and groups will join in a fight for real law enforcement.

What can you do? As an individual you can demand honest law enforcement by your ballot. You can raise your voice in behalf of better working conditions for American Police, you can join your police associations, you can raise your voice against injustice, and you can demand of your legislature better laws. You can write for publication; you can set the example. Must I continue? A book can be written on what you can do—in fact a book has been written on what the individual can do. Perhaps you should read it, Father James Keller's book, *You Can Change the World.*

For some of the details of how we can gain the ear of the public allow me to quote a few paragraphs from my recent book, *Police and the People.*

Segments of our people are vitally concerned with crime. All should be. Since the high incidence of crime is almost universally blamed on the law enforcement officer, he must become aware of his responsibility to the community of imparting his specialized knowledge to a poorly informed citizenship.

The Chief of Police as a community leader can gain the approbation and trust of the people of his city. A well informed police can capitalize on this favorable situation by pointing out to the citizen his responsibility for a good law enforcement program. I am not suggesting that each police officer set out individually to reform the country, to re-educate the citizenship, but the Chief of Police and the officers of the department can guide the citizen in the direc-

At a dinner for nineteen officers and their wives on the occasion of their completing twenty years service, City Manager Elgin Crull of Dallas, Texas, congratulates Deputy Chief Charles Batchelar (left). Chief of Police C. F. Hansson in center.

tion of improved law enforcement.

The officer can inform himself as to the basic causes of crime, its breeding places, preventive measures, weaknesses in the law enforcement machinery, and other factors which bring about conditions conducive to crime.

The policeman has the duty of obeying the law. He has the duty of setting a good example, and he has this further duty of informing himself, insofar as is possible, of conditions, causes and cures.

He cannot be a busybody. He cannot be a politician. But he can be a good citizen. He can be a good neighbor. He can be a good husband and a good father to his children. And, in this way, he can exert a tremendous influence for good. If he learns public speaking, he can be a strong force in civic improvement. He does not need to be a Demosthenes, just a man able to stand on his feet and tell a story well.

Many Chiefs of Police are becoming aware of this need. Even in those cities having no public relations plan we often find that there is a good speaking bureau. The Chief has three or four men upon whom he can call to appear before interested groups.

The Metropolitan Police Department of Washington, D. C. has a public relations bureau. It consists of the Chief of Police, all Deputies and Inspectors in their districts, and Precinct commanders. These officers regularly appear before civic groups and discuss pertinent topics and the reaction is excellent.

In a small city in Pennsylvania there is no organized public relations bureau as such. Yet it is the duty of the Inspectors of the Patrol, Traffic and Detective divisions and the commanding officer of the School Safety and Juvenile sections to address civic groups in their work and problems.

In a department in Indiana, of even smaller size, three officers, one of whom is the Chief, make many appearances before civic groups. Knowing that this is a part of their job, they have prepared themselves to talk on any special subject dealing with their department. They are equipped to make an interesting talk at every opportunity.

In the community many organizations with their members, as well as many individual citizens, take an active part in the efforts made for community betterment. This activity takes many forms. Many workers are needed.

The police officer, working long hours, with few days off and often irregular assignments, was for many years not in a position to take an active part in this community program for improvement. In the majority of cases he was not ready for such a role. Generally he was not invited to join in such activity. Most of his civic work, charitable and otherwise, was performed by him as an individual, and not as a member of a group or team.

With police work rapidly attaining professional rank, with higher requirements in personnel selections, and finally with at least some changes bringing to him better working conditions, we find the picture much different today.

Civic clubs and other organizations are encouraging the police officer to not only take membership, but also an active part in campaigns for civic improvement.

The officer of today can find many places where he can employ his talents in his private life for the good

Sergeant James Murray of the Newark, N. J., Police Department receives diploma from Mayor Leo P. Carlin in front of the City Hall, at ceremonies marking the completion of courses of instruction for the newly promoted class of Sergeants. Also shown in the picture, left to right, is City Council President Jahn A. Brady, Lieutenant Oliver Kelly of the Director's Office and Captain Paul V. Caffrey, Commanding Officer of the Police Academy. This type of public recognition in the local press, on television, radio and in the police Annual Report, helps to pave the way toward effective police public relations.

of a cause. As a member of the Junior Chamber of Commerce, or like organization, he will likely find himself a member and, eventually, chairman of some committee which has to do with traffic, the prevention of juvenile delinquency, or some other where his special talents and training particularly suit him to the job.

In Dallas, Texas a young traffic officer of the rank of Patrolman joined the Junior Chamber of Commerce. He was interested in traffic —his job. He was not afraid of work and had high ideals embracing service for his city. The organization he joined has more than 1100 members. The policeman was unknown to any except a handful of members, but he had sincerity and he was a policeman. Perhaps it was because of this latter reason that he stood out among the hundreds of young business and professional men, among whom without doubt can be found the great business, professional and civic leaders in the future of a great city.

Patrolman D. V. Harkness did not push himself, but he accepted assignments on committees where he showed ability and a willingness to work. He worked with a committee on the Jaycee Circus project, then on a traffic effort entitled, "Don't Walk Yourself to Death." This first year also found him a cheerful smiling worker in the March of Dimes campaign. For the most of the time he attended meetings, made friends for himself and his department and accepted small assignments for the good of the organization.

His interest and enthusiasm for the work grew and he became possessed of a high admiration for his associates in the organization.

The following year the Board of Directors appointed him General Chairman of the Traffic Safety Committee. This committee, an extremely active one, had thirteen projects for the year. He went to the State convention, took part in all the sessions and saw his committee's safety scrapbook take first place in the State.

The next year he served on the Nominating Committee for the Board of Directors and declined to run for that position when proposed. He had just been promoted to Sergeant and felt that he could not give the time from his work.

This young police officer's story in the Junior Chamber of Commerce is not finished. The Dallas group is the largest Junior Chamber in the nation. From an unknown member he moved high in the organization in three years. His example is influencing many young business and professional men to think more highly of their police department. Taking a major part in setting up the State meeting of the famous Junior Chamber Rodeo, or meeting with members at luncheon, he continues to make friends for himself and his department.

Veterans' organizations contribute much to the welfare of the community. Boy Scout troops, football, baseball and softball leagues need adult leadership.

In one city a young traffic captain made a great contribution toward respect for law by his interest and work with an organization of young "hot rodders." So strongly was his

The professional gains made by the police in recent years have included increased public confidence and respect. The police of Newark, N. J., were publicly commended by this display in the window of the Howard Savings Institution (Main Office); it was also on display at the four other branches of the bank. Shown left to right are Police Chief Frederick R. Lacy, Police Director Mariano J. Rinaldi and William L. Maude, President of the Howard Savings Institution.

influence felt that when he met an untimely death, the group bought a memorial trophy in his honor to be given annually to the officer who contributed most in the field of traffic. Thus they eulogized the memory of a policeman they admired, while providing an incentive to assure continued interest and good relations with the police.

Policemen now engage in many such activities and in doing so they bring greater respect for the law and law enforcement. People get to know them, including their off duty side. They become more a part of the community group. They meet and gain the respect of civic leaders. They have an opportunity to put their talents to work. They become less isolated from the people. They can influence many people for good and gain many friends for law enforcement.

All over the country police departments are working with juveniles. From the famous Police Athletic League in New York City down to the villages and hamlets, this work is paying off. However, many towns and cities have not established any such program. Various reasons are given . . . lack of money, lack of supervisory personnel, town too small, too many others in same field, or lack of interest. These reasons are but shadows.

The good which can be accomplished from public relations in joining groups and organizations, and working with them for civic betterment, is unlimited. The good contacts made and the respect and friendship gained by the individual police officer who serves unselfishly as a member of a Dads' Club, or other such group, will be reflected in the appreciation of his neighbors for the personnel of the police department. An officer who heads a Boy Scout troop is not only doing something for—and making friends of—the individual boys in the troop, but he is gaining the admiration and respect of the parents of the boys and other workers associated with him. He is doing a good job of crime preventions and playing a major role in the public relations program of his department.

Individuals in the police profession have too long remained aloof from such activity. We have some outstanding examples of departmental cooperation in youth work, but we do not have enough examples of the individual officer's participation in civic group activity.

Steps should be taken to encourage police officers of all ranks to join civic groups and luncheon clubs, and to participate actively in that part of the organization's work which is for the betterment of the people. Of course he must not take part in any political activity which the group or club may undertake. Generally he will find that the better civic groups are non-partisan and he can work with them consistently without engaging in politics.

The Chief of Police needs a group of speakers who can be called upon at any time to appear before a citizens' group, a luncheon club, a Mothers' Club, or a service organization to make a speech. He would probably be surprised if he would make a survey of his department to find that he has a large number of men of ability in this field. Why not make use of them? ★★★

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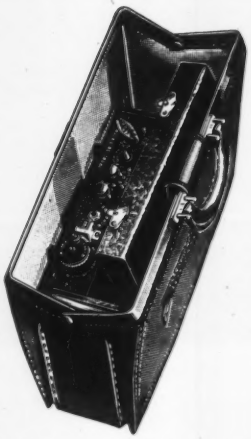

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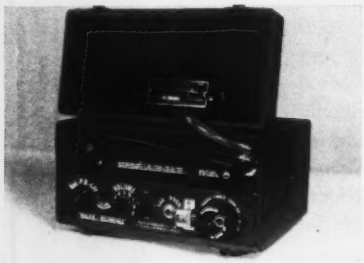

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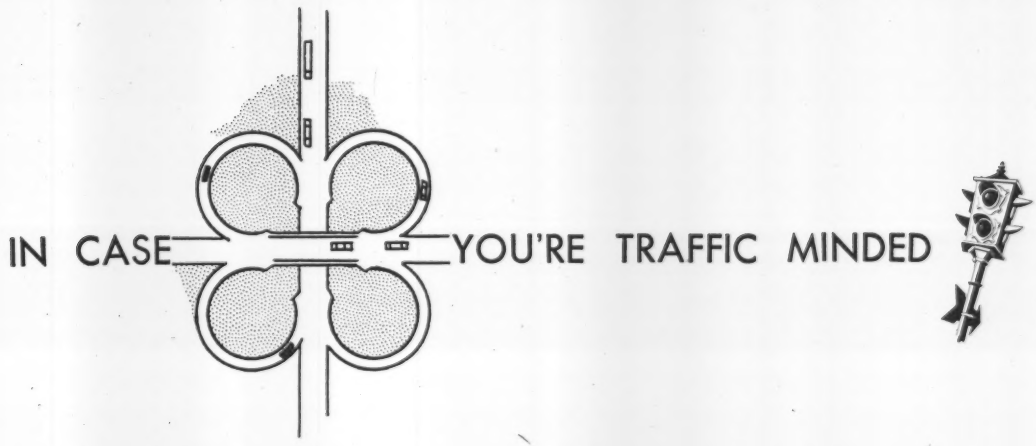

Improvement of the Drivers' Licensing Program

By A. R. Lauer

EDITOR'S NOTE: *Dr. Lauer is Director of the Driving Research Laboratory at Iowa State College. Since 1930 various studies have been carried on as a phase of applied experimental psychology at this institution. During the latter part of the thirties the work was definitely associated with the Engineering Experiment Station at the College. Later, with the development of the Industrial Science Research Institute it was shifted back into the Division of Science and has gradually grown to its present size and scope of activities.*

Grants from insurance companies and other organizations in addition to contract research with the Armed Forces has necessitated the use of four experimental wings of 1,200 square feet each to house the numerous major and minor projects devoted to phases of research on driving and highway safety. The laboratory is being equipped with some of the finest experimental apparatus available. This includes such devices as the Stoelting Precision Chronoscope, a Radar Speed Meter, Tapley Decelerometer, Densichron, Tycos Self-Recording Sphygmomanometer, Sight-Screener, Cheiroscope and various other standard pieces of equipment besides numerous specially built devices such as the Drivometer, Scotometer, Comparometer, Coordinometer, Glareometer and Night Vision Meter. A complete set of equipment for measuring vision, reaction time, certain physiological and electro-dermal responses, driver qualifications and fatigue are available and are being developed as rapidly as the need demands.

The staff consists of the Director, Assistant Director, Secretary, Laboratory Technician and from five to seven research fellow and assistants, in addition to auxiliary personnel for special projects. Five research fellowships are made available to qualified graduate students each year. The stipends range from $540 to $1,125 annually, depending upon the experience, training, schedules adopted and other qualifications of the applicants. High scholarship is a prime requisite. The intent of these fellowships is to train men in the field of highway safety, accident prevention and human conservation.

Address: Professor Alvah R. Lauer, Director, Driving Research Laboratory, Industrial Science Research Institute, Iowa State College, Ames, Iowa.

I. IMPROVING THE DRIVERS' LICENSE

Purpose of a License

THERE can be only one legitimate purpose for a drivers' licensing program and that is to make safer and better drivers on the highways. A number of secondary reasons have been given which in some cases are defensible and in others are not. The only way to improve drivers is, first, to train them, and second, to see that they assume responsibility for using this training through proper use of their cars on the highways.

While most everyone would agree in theory upon the fundamental requisites for a good driver's license examination, actually those charged with the responsibility of administering examinations often fall short of the primary objective which the license is intended to accomplish. Failure to keep the examination up to standard is usually not done deliberately but is the result of heavy pressure which comes from examining a large number of drivers throughout any given geographical area within a limited time period. Sometimes 300-500 applicants have to be taken through in a day by one team of examiners.

One of the most useful aids in smoothing the load was the adoption of the birthday law which distributes renewals throughout the year instead of having them pile up at one time every year or so, whenever the renewal time is stated by law. By the birthday law licensing is distributed quite evenly throughout the year.

To consider some of the elementary principles of driver licensing it is axiomatic that a driver's license examination should accomplish several things. Five of these are:

1. It should screen drivers for physical and mental defects which might interefere with proven performance at the wheel. This is universally admitted to be one of the

From a paper presented before the Symposium on *The Mind of the Motorist* at the Nebraska Psychiatric Institute, Omaha, Nebraska, March 11, 1957.

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valid aims of the examining procedure.

2. It should attempt to determine whether or not one knows how to drive an automobile with reasonable skill.

3. It should determine whether or not one has a mastery of the local and state traffic ordinances, regulations and laws, as well as a knowledge of the accepted principles of safe driving on the highway. The latter category is often neglected, perhaps because of lack of time. Actually it is one of the most important.

4. It should provide a proper description of the driver so that he can be recognized on apprehension.

5. Roadability of the car the applicant expects to drive should be noted.

It is assumed that all these functions are fulfilled by a driver's license examination if done in a proper manner. These should be considered minimum essentials. Any attempt to shorten or by-pass the immediate routine of an examination will likely give an unreliable account of the driver's qualifications. It would amount to selling the public short on the basic purposes of an examination. Other related factors such as attitudes should be assayed.

The driver's license should not serve as a revenue-raising source for general purposes. Any money that is taken in at the time the driver's license is given should be applied to the cost of administering the examination and to improve the examination as such. Any extra should be used for driver education or for improving examiners.

Need for Trained Personnel

From what we have said it is to be inferred that the examining personnel for the drivers' licensing procedure should be well trained. They must have certain personal qualifications and be conscientious at the job if the procedure is to have the effect it is supposed to have on licenses. If we continue to tolerate slip-shod examinations such as are often being given throughout the country, it might be just as well to go back to the 25 cent drug store license which former President Truman often criticized in his home state of Missouri until the law was changed.

In looking back over the records it would appear that Missouri and South Dakota have probably been two of the least progressive states in adopting and upgrading the standard drivers' licensing program. However they have fairly good accident records when compared with neighboring states. Until recently they have only completely fulfilled the fourth function of the drivers' licensing objectives mentioned above, that is, registering of drivers. This might be done with much less expense than it is in some states at present. Others with a more ambitious program probably accomplish little more at present if subjected to rigid evaluation.

Perhaps the most progressive step taken recently in the area of driver preparation and training is that made by Michigan last year. In 1957 they will implement a program that will require every person getting a driver's license for the first time to have a course of instruction in the public schools and to complete this course satisfactorily. Such a program would be much more effective in accomplishing the first, second and third objectives set forth. These are (a) screening for mental and physical defects, (b) determining whether the person knows how to drive, as well as (c) the assurance of mastery of certain knowledge of driving laws and practices. Very few persons really study for the driving tests in many states. The written examination should be greatly strengthened.

If all five objectives are to be properly accomplished through a driver's licensing examination it is quite obvious that the person giving the examination should be well trained in methods of examining and be able to discriminate between those who know the subject matter and those who do not. The requirements for a good examiner are not necessarily entirely a matter of formal schooling. Any qualified person with a high school education could be taught to be a good driver's license examiner in probably three months of intensive training. It would help if he had more formal education. He should know something about the theory of the tests that he is giving, what their limitations are, how they can be improved, some short cuts and alternate tests, how they compare with standard medical, dental, and optometric tests, and certain other things of this type. Further, he should know something about the theory and practice of constructing a good examination. He should be able to recognize the weaknesses of our road driving tests and how they can be improved. If there are ways of beating the tests or cheating he should know about them. This would take at least three months of quite concentrated training and study requiring at least a portion of each day for accomplishing it. In other words, it could be given as in-service training.

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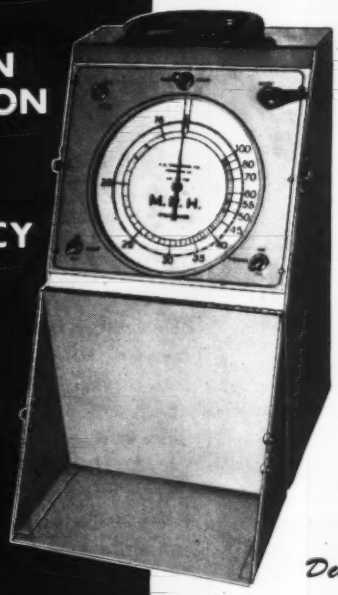

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Until such preparatory work is made available and examiners are trained under supervision, then put out as apprentices to work under experienced examiners until they have mastered the art of examining, certainly we cannot hope for a better driver's licensing examination. Public school teachers are required to do practice and supervised teaching for a semester or more before being given full charge of a class. Their responsibilities are not greater than those of driver's license examiners.

At the testing bureau or personnel service department of any standard college or university at this time, elaborate examinations are given to all persons coming into the school as students. It is not a routine matter of a five-minute check, but such examinations may run from one to three hours. In addition, a special medical examination is given to secure information about the student's health and physical fitness. Certain background factors are also considered when the person is entered as a student. Usually transcripts of former course work and character as well as scholarship recommendations are also required.

We are not proposing that such an elaborate examination be given to drivers but we are taking the position that the driver's license examination should not attempt to do more than it can do well. It is fairly obvious that in the past drivers' license examinations have included more than examiners can handle with the training they have received and in the time allowed for the examination.

Licensees Test Wise

It must be remembered that at present the schools are doing an enormous amount of testing and examining. Every school child has a physical examination, is checked by nurses, eye physicians and dentists, as well as by counsellors and teachers. He is in a position to know what constitutes good and bad examining. Teachers are well trained in methods of psychometric and educational measurement and children go through a series of examinations every semester. Even junior high school youngsters are test wise and know to some extent when an examination is well done and when it is not well done. They are aware of the fact that there can be much confusion from several persons helping one another while being examined in a room at the same time. They know that a proper visual examination cannot be given in twenty seconds at the eye physicians. It may take up to an hour or more to be fitted for glasses. Thus when a sixteen-year old youth steps up to take the driver's license examination the treatment he receives is a send-off on his driving career. If sloppily or shabbily done he will recognize it even though he may not be able to point out specific methods of improvement. In other words, he may lose confidence in the whole procedure unless the examining is well done and impresses him favorably. This may account in part for his lack of respect for traffic laws

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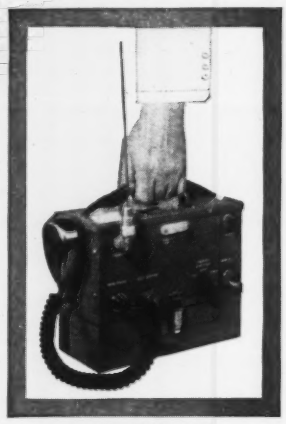

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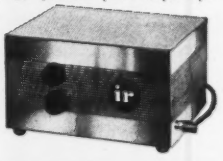

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in general. It has been shown that accidents of commercial drivers may be reduced by a careful examination.

Another reason that the quality of the driver's license program should be stepped up appreciably is that many driver education courses are merely geared to coaching students to pass the driver's license examination. Since millions of persons secure a license to drive every year without special instruction this is certainly a low ideal to be established for a course. Therefore the driver's examination should present a real hurdle that would tend to improve at least the driver education courses that are geared at the level of passing them for a license.

There are many driver education courses in the country which have a quite high-level proficiency standard but any place where it is considered satisfactory to get through the driver's license examination to pass the driver education course in school, the situation is to be deplored. The states can do a great deal with respect to upgrading the standards of driver education by giving a more thorough drivers examination.

Prestige of License Necessary

A driver's license examination should have prestige and should be respected by those who take it. One only needs to travel about through certain states and quiz persons he meets, or perhaps visit some of the examining bureaus and note comments to learn that the prestige of the driver's license examination is about as low as it could possibly be. This is due largely to the fact that the personnel in charge are frequently not adequately trained for the job. They are also attempting to do more than can be done in the time available. The examination would have much more prestige if it were limited to fewer features and these were done extremely well. In the next section we shall discuss the possibilities of improvement in procedures which might be made. It isn't so much a matter of making the tests more elaborate as it is a problem of getting a reasonable and valid answer to the questions that are posed by the state when a person applies for a driver's license. Does the applicant qualify as a responsible driver on the highway?

II. STREAMLINING THE DRIVER'S LICENSE EXAMINATION

Perhaps the first and foremost item that should be brought up is that of the visual and so-called physical examination. The way it is handled by many states at the present time, about all the driver's license examination tells us is whether the person can move, see or can't see. In fact many persons with a blind pension have been found to hold a driver's license.

If the objectives is only to screen out those with vision below a certain level there is no reason to have anything more elaborate than a few charts of ¾-inch block letters hung

on the wall at a distance of twenty feet. This test could be made more or less fool-proof by having several lines on a rotary cylinder which could be turned as desired so that persons taking the examination are unable to memorize it. Needless to say one person should not watch another take the test. Under the present system this precept is frequently violated.

For driving there seems to be only interest in distance vision of a driver. If a person can read ¾-inch lines or words at 20 feet he can see will enough to pass any driver's license examination in the country, the highest standards of which require only 20/40 vision.

So far as other factors are concerned it would be fairly easy by inspection to note whether the person has one arm or two arms, whether he is undersized or oversized or has other superficial physical defects. Even these could be gotten through a written application by mail. Does the information we get from the driver's examination as now given justify the expense?

Get Professional Judgment

However, it might save the state considerable money if instead of attempting to cover all phases in the driver's license examination, that each one presenting himself would be required to bring a certified statement of his background showing that he is normal mentally, has no background of epilepsy or other black-out conditions, has at least 20/40 vision and is in good physical condition. If laws were set up which would make the physician or person signing such document responsible for their statements, any application signed would likely be given careful consideration. If it was understood that any trouble the driver might get into would partly be their responsibility, licensing could be controlled much better than it is in the cursory way it is being done at present. Responsible professional people usually feel an obligation to the public as well as to their patients, clients or patrons. The visual examination could be handled in the manner suggested by Form 1. It includes a statement on physical fitness and other matters of interest to the state when granting a driver's license.

A third objective of the driver's license examination which we would consider legitimate is that of determining whether or not the applicant knows how to drive. This, again, can be determined much quicker and easier by merely having a person park a car parallel to the curb in a space six feet longer than the car. Devices could be built which might be set up in front of the place of examination and the degree of skill established in much less time than can be done by a short drive. It is a scientific fact that conventional road driving tests are particularly untrustworthy.

Some persons get nervous during the examination and make a poor showing yet are fairly good drivers. In fact a certain amount of emotion is desirable for safe driving. Others may be brazen and bluff their way through. Also, the "watched" driver becomes a "careful" driver and very little is found out from riding a block or even over several blocks with him. The same information could be obtained very simply by having the applicant park. If he can park satisfactorily, let him drive up to the end of the block, turn around and come back. If he gives his hand signals, stays on his side of the road, and observes traffic, this is about as much as anyone can learn by driving with one for any reasonable period of time.

The chance of meeting an accident situation in a short drive is very remote. It requires around 3,000 hours of regular driving before a person meets a genuine accident situation in which he will need to exercise more than ordinary ability to stay out of trouble. The examiner does not have time to drive long enough with an applicant to be able to judge properly.

Let the Schools Help

If the applicant has had a course in driver education in the schools

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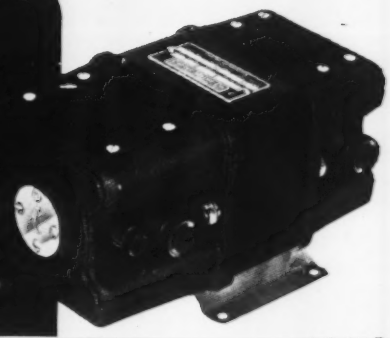

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Form 1

PROPOSED APPLICATION BLANK FOR SECURING AND RENEWING THE DRIVERS LICENSE

Name ..... Age ..... Sex .....
Address ..... Yr. first licensed .....
Street or RFD City State
Height ..... Weight ..... Hair color ..... Eye color ..... Date.....

(This might well be copied from the driver's license set up in the same form. See Form 2. The present outline is only suggestive.)

1. *Driving Competency*—The person named above is known by the undersigned to:
   a. Have passed a regular course in driver education satisfactorily including behind-the-wheel dirving. Yes ..... No .....
   b. Has at least one year of experience driving a car with skill and discretion. Yes ..... No .....
   Competency is ..... OK ..... Not OK for driving. Mark one.
   If not OK give recommendation .....
   Signed by one of the following: Instructor .....
   School .....
   Endorsed by .....
   Prominent citizen & title
   Address .....

2. *Physical Fitness*—
   I, the undersigned, have examined the above applicant and make the following report. (Check and enter exceptions)
   c. Health: Excellent .....
   Average .....
   Doubtful .....
   Exception noted (c) .....
   d. Physical Capacities: Excellent .....
   Average .....
   Doubtful .....
   Exception noted (d) .....
   Physical fitness including (c) and (d) is: OK ..... Not OK ..... for driving. Mark one.
   .....
   Physician Title
   .....
   Address
   Date .....

3. *Visual Condition*—
   The above applicant has been examined by me and found to have the following visual qualifications. (Mark and note exceptions)
   e. Acuity (Snellen notation): R .....
   L .....
   B .....
   f. Lateral field: in degrees R .....
   L .....
   B .....
   Exceptions noted (e) and (f) .....

and could show a card or statement to this effect it should be recognized as prima facie evidence that he knows how to drive. (See Form 1) If this training were mandatory, as it will be in Michigan after February 1957, the schools would tighten up and refuse to sign an application for persons who do not know how to handle a car properly. This would strengthen the preparation of applicants.

Who Has Trouble on the Highway?

It is not the beginning drivers that usually give most trouble on the highways. In a study of 59,125 drivers of known experience in Minnesota it was shown that 61 per cent had been driving more than 10 years. Twenty-one per cent had been driving from 6-10 years and 17 per cent had been licensed from 1-5 years. *Less than 1 per cent had been driving less than a year.* Any person who has not driven before would certainly pick up most of the basic fundamentals of driving within a year. It seems persons get into trouble because of the more complicated factors of driving. These can best be assayed by a form of driving inventory. As a sample, answers to the following 20 items properly scored will give a better index of accident susceptibility than any driver's license practical test now being given. It is foolproof as the manner of scoring is such that those making up the inventory could not beat it. More items are needed but this is a sample of one type of form. Similar devices are being used by the Armed Forces to evaluate and select military drivers.

Another study in Oklahoma showed that 45 per cent of the drivers involved in acidents had been driving 11 years or more. Drivers with five years or more experience accounted for 405 of the 518 traffic deaths in Oklahoma in 1949. Thus it would appear that the problem of determining whether the applicant knows the bare essentials of maneuvering a car is not the most important part of the driver's examination. What is needed is more insight into what the driver will do four, five or 10 years hence. Several written inventories have been developed which will do this reasonably well, at least better than any known techniques of rating the ability to maneuver the car by a road test and with much less expense. Instead of examining one at a time, an examiner could take fifty to one-hundred at one time by using written forms. Colleges examine up to 2,000 persons together in the administration of freshmen entrance

Form 1 continued

g. Muscle balance:
Lateral within 4 prism diopters .....
over 4 prism diopters .....
Vertical within 3 prism diopters .....
over 3 prism diopters .....

h. Night vision:
Excellent .....
Average .....
Doubtful .....

Exceptions noted (g) and (h) .....
Visual conditions is OK ..... Not OK ..... for driving. Mark one.

.....
Vision Specialist Title
.....
Address
Date .....

4. *Citizenship:*°
The above named person is known to me as (i) a responsible person, is (j) a prudent and careful driver and is a law abiding citizen. I endorse his application for a driver's license with respect to (i) and (j) of this paragraph.

.....
Name Position
.....
Address

5. *Roadability of the Car:*
The person described in this application appeared at the place of business designated and his car,
a ..... was inspected by us and put in (k) roadable condi-
Year Make Model
tion as described by law.
The car is OK ..... Not OK ..... for driving. Date .....
.....
.....
Place of business

6. *Insurance:*
At present I carry (l) adequate public liability insurance in the form of Personal Injury ..... and Property Damage .....

.....
Applicant
.....
Address
.....
Date

(Notary's signature and seal) .....

No one would be given a license unless all six paragraphs were filled out properly and items (a) to (l) were marked as satisfactory. Examiners would need only be concerned about those not complete or passed. This would probably be only about five per cent of the population.

° No. 4 may be signed by a police officer, businessman, minister or any well-known person or public official.

tests. This is largely a matter of satisfactory seating space.

The use of a form of classification application and a long-range prognostication test would not only give information about the general qualifications, skill and knowledge of the applicant, but something about his or her attitudes and predispositions of much deeper nature than are ever obtained from superficial accounts now obtained. An inventory should be longer than the short sample given—probably around forty to fifty items.

We now come to the matter of the knowledge of the road laws and traffic regulations. This is important of course but a test will require about 50 items or so to give anything like a reasonable account. In the schools and in driver education classes we have found that anything shorter is not very reliable or dependable and of little value. In schools and colleges no examination of 10 to 20 questions of the objective type would be considered very seriously by a competent teacher. This is about as far as we go in our driver's license examination in most states by written tests.

Also matters of defensive driving, emergency driving situations, and safe driving habits are usually not stressed in a driver's license examination. Most of the examinations have emphasized principally the road laws and regulations which should be known but these should be studied in a systematic manner in a course, or at least from a manual which could be given out by the state in advance of the examination. Most states have such a manual.

The matter of driver registry is more or less taken care of by any procedure used. Even writing into the department for a blank would take care of this feature. There is no need for considerable expenditure of money to merely register drivers.

So far as information relating to the applicant's readiness to drive and so on, such is not usually obtained on the driver's license examination as given. It would seem that some kind of a qualification statement or endorsement might be requested which could be signed by the parent, the school superintendent, the minister, the police, or others in the community as suggested in Form 1. This could be presented along with the doctor's certificate which would have much more value in this re-

Form 2—Driver Inventory

To be filled out by the applicant at the time of licensing or renewal and retained by the Department of Motor Vehicles as a permanent record. Clerk would fill in the left-hand box at top which would be photostated for license.

OPERATORS LICENSE

Name
Street
or RFD
City Co. No. Date Issued
Birth Date Sex License Expires Eyes Height Race
Weight Hair License Number Occupation
Restrictions Signature
Above person is hereby licensed to operate motor vehicles Commissioner Public Safety
See Reverse Side
(Fill out above from drivers license)

CHAUFFEURS LICENSE
Yes ..... No .....

LICENSE SUSPENDED BEFORE
Yes ..... No .....

LICENSE REVOKED BEFORE
Yes ..... No .....

WHERE WERE YOU RAISED?
Farm..... Village..... City.....

MARITAL STATUS:
Married ..... Single ..... Other .....

DEPENDENTS
1 2 3 4 5 6 7 or more .....

HOW DID YOU LEARN TO DRIVE?
Taught in school ..... Taught out of school .....

DRIVING EXPERIENCE
Years driven ..... Cars driven .....

YEAR FIRST LICENSED TO DRIVE
Year ..... Age .....

MILES YOU DRIVE A YEAR
Miles .....

NUMBER OF CARS DRIVEN
Number ..... Types .....

EDUCATION
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17±

SPECIAL SCHOOLS ATTENDED (NAME)
.....
Name..... Time Attended.....

WHAT DO YOU THINK OF SITUATIONS YOU MEET IN EVERYDAY DRIVING EXPERIENCE? Read the following list and give your first reaction to each. Think of each word or phrase in terms of driving situations. Put a cross through the letter which suits you best for each item.

Schedule of Responses for First 18 Items

H—Disturbs me very much (very displeasing)
J —Bothers me some (displeasing)
K—Makes no impression on me (indifferent)
L—All right at times (pleasing)
M—Highly approve (very pleasing)

For example, if "pleasing" best describes how you feel about an item, mark it heavily with a cross like this: H J K £ M. A few are to be marked at 0 1 2 3 4. Put a cross over the number which pertains to you. Draw a cross through the number or letter as shown in letter "L" above. If more than 4 put cross through 4. You may refer back to "Schedule of Responses" at any time.

1	Railroad crossing gates	H J K L M	12	Seeing a young girl drink liquor	H J K L M
2	One-way streets	H J K L M	13	Driving 14-15 hours a day	H J K L M
3	Fourteen-year-old drivers	H J K L M	14	Riding a motor cycle	H J K L M
4	Not having a job	H J K L M	15	Finding others getting promotions I deserve	H J K L M
5	Meeting large trucks and busses	H J K L M	16	Working at a desk job	H J K L M
6	Having people fly off the handle	H J K L M	17	Meeting nerve-racking situations	H J K L M
7	My employer's methods	H J K L M	18	Having people misunderstand me	H J K L M
8	Being promoted before I expected	H J K L M	19	Cars driven this year	0 1 2 3 4 +
9	Dislike being told what to do	H J K L M	20	Headaches I have each month	0 1 2 3 4 +
10	Saving my money for a rainy day	H J K L M	21	Times my glasses were changed this year	0 1 2 3 4 +
11	Traffic regulations	H J K L M	22	Age of my present car in years	0 1 2 3 4 +

Signature ..... Score ..... Decile .....

gard than anything we get from the driver's examination as it is usually given.

A Well-Rounded Driver Improvement Program

The proposals herein made are something of the nature of a generalized driver improvement program in which the initial steps would be made at the time of the driver's license examination. Follow-up would be made in case of accidents or violations or at the time of license renewal. The first license examination would be conducted very much as at present except for the following points of differentiation.

The applicant would appear for examination or inspection and if trained would present his application blank stating that he has had a course in driving, knows the local regulations and laws, and that he knows how to operate a motor vehicle.

The second phase would be a doctor's statement vouching for the person's physical condition and health which would be much more satisfactory than what we are doing at present in many states. A part of the application having to do with visual efficiency would be certified by an eye physician. This would be the third phase.

The fourth part would be a character statement which would be sort of an endorsement of the application for the driver's license signed by the school superintendent, the local police, minister, or other responsible parties. This would indicate that the person was of good character, that he had stayed out of trouble in general, and as being a worthy person who could drive an automobile in the community with responsibility.

Fifth would be a statement by an authorized garage or testing station as to the roadability of the car.

The sixth item would be a statement of the extent of casualty insurance carried by the applicant.

Finally, the applicant would be given a rather thoroughgoing driving inventory to ascertain his attitudes and basic tendencies as an operator. This could be kept in the state files and used for future reference. It would not only be a measure of the applicant's attitudes and psychological makeup but would include a pledge that he promise to obey the traffic laws and follow all the ordinances and regulations of

his state and community, as well as the rules of safe driving.

There is only one other consideration. In case the applicant has not had a driving course in school, which in the State of Michigan will be mandatory and could be made so in other states, it might be possible to have a parking stall and have each park his or her car. The applicant might also be asked to drive to the end of the block, give hand signals, and turn around to show that he maneuvers properly in traffic situations. This could be used in lieu of the requirement of a driving course for older persons.

III. RECAPITULATION OF SALIENT POINTS FOR IMPROVING THE DRIVER'S LICENSE PROCEDURES

It is contended that the driver's license examination has five legitimate objectives which are not always being adequately determined by the driver's license examination as it is now given. With a system set up similar to that established in Michigan one examiner could probably process many more applicants per day than by any existing system. He would have the cooperation of a large group of professionally trained people in the state who would cooperate by endorsing the applicant's petition and vouch for his competency and responsibility. The latter would not be at the expense of the state. It should tend to put the driver in a more responsible state of mind for receiving a license. The state would act as the final inspector or judge of the evidence presented and issue the license.

IV. GRADATION OF LICENSES AN AID

In addition to the improvement of the driver's license examination, the matter of graded licenses should be carefully studied. It is asinine to think that one should have no privileges at all at the age of fifteen years and 364 days, go up to the licensing station next morning and within five minutes be able to drive away with the full privileges associated with driving a motor vehicle practically any place in the free world.

Since most states already have a driver's school permit it would seem more reasonable to set up the driver's license requirements somewhat in the following fashion. A beginners license might be issued at the age of fourteen, fifteen or whatever age is thought desirable to license youths. This could be set to fit the needs of the local state or community. The beginners license would function very much as a school permit does at the present. It would allow the person to drive to and from school, to drive with other licensed persons in the car, but not to drive at night unless accompanied by an instructor or parent. This license would be used up to the age of 16. It should have a distinctive color.

Limited License

From sixteen to twenty-one a provisional or limited license would be issued which would place the responsibility for keeping out of trouble squarely upon the applicant's shoulders. It should be mandatory that any violation or accident would automatically recall the provisional license upon request by law enforcement agencies. This practice we believe is in force in North Carolina and possibly some other states at present. If anyone has an accident or flagrant violation it is not necessary to have a hearing but simply to request that the license be surrendered at one. It may be returned when the charge is investigated at a hearing. All the evidence points toward an advantage in nipping violations in the bud.

A provisional license would be issued from sixteen to twenty-one as stated but might be extended beyond twenty-one if the driver did not keep himself out of trouble. This would place responsibility squarely on the operator. It would be up to him to demonstrate that he can drive properly and stay out of trouble. The provisional license should be of a color to be easily recognized.

These are two different types of fundamental requirements for driving successfully. Some persons can drive who cannot stay out of trouble. Others can stay out of trouble but cannot drive.

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New York 62, N. Y.

Regular Driver's License

At the age of twenty-one a person would be given a full-fledged license which would then be handled very much as it is at the present time. This license should be still another color. It could be revoked or suspended through the regular procedures prescribed by law. The driver's licensing program should be supported by a good driver improve-

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ment program to pick up the persons who tend to backslide from their earlier good records. As shown in the Minnesota and Oklahoma studies, there are people who know how to drive but who later get into much trouble. It would seem that the application of such a system as proposed could be used very successfully for renewals with some modification.

This follow-up through a driver improvement program is very essential and is more or less inherent in most driver's license statutes at the present time. Not all states are active in the program but the fifteen most active ones are reported to be Massachusetts, North Carolina, New York, New Hampshire, North Dakota, Maine, Florida, California, Utah, Iowa, New Mexico, Texas, Washington and Oklahoma. Most others are doing something about driver improvement.

It is hoped that this short account may help to orient and stimulate some thinking with respect to a more suitable method of evaluation and licensing drivers. It is felt that such a system would materially reduce accidents. The administration of a good driver improvement program alone apparently does help to reduce the fatality rate. Nine of the states reported to have the best program of driver improvement are found in the best one-fourth on the basis of fatal accident records. This, in itself, speaks quite well for the program as it stands. Either the states that are active in this program or the program itself may be instrumental in helping keep down fatalities. A predriver education course would greatly aid in this matter also. It would place the teaching of driving down where it is most likely to be effective over a long period of time. These systems might well be used in connection with a point system.

V. SUMMARY

This paper is a critique of the conventional driver's license examination and sets forth five legitimate purposes of the driver's license examination. Other implied functions of the driver's license examination such as raising revenue are not considered legitimate.

It is maintained that functions of the driver's license examination could be done much more thoroughly by having medical, optometric, as well as training and character endorsements submitted at the time of application. These would be of standard form and probably should be supplemented by a notorized affidavit that those affixing their signatures are representative persons of the applicant's community. Only the applicant would need sign before a notary.

It is contended that this type of a driver's license examination would not only enormously reduce the cost of carrying on the licensing procedures so far as the state is concerned, but would give much more reliable and valid information regarding the applicant. In addition it would tend to delegate some of the responsibility for checking up on the driver to the local community. If the local police had endorsed an application for a license it is likely the driver would be more careful in driving his car around the community so as to retain the respect of those who had aided him. It is maintained that the whole procedure would tend to place more responsibility upon the driver which at the present time is one of the greatest weaknesses of the driver's license examination. As given now it fails to develop a feeling of responsibility in the driver and by the nature of administration under which it is given, through pressure of numbers, it does not command the respect of the general driving public. This tends to weaken its prestige and effectiveness for certain individuals. About 10 to 20 per cent of younger male drivers are found to be wanton violators of the traffic code.

At the present time revocation or suspension of an individual's license is likely not to be known in the local community. If such notices were posted, when the community had been partly responsible for granting the license, such local publicity would be much more likely to elicit cooperation between local authorities and the state.

Unquestionably many persons today are driving without a license and occasionally one gets caught. We notice accounts of this very frequently. Probably no one knows what percentage of drivers who have forfeited their licenses are still operating vehicles on the highways and do not get caught.

The foregoing proposals are in no sense ideas developed over a short period of time. They even represent a reversal of the writer's point of view developed during the first twenty years of a twenty-five year research on drivers, driving and driving examinations. While the overall proposals need to be modified, simplified, and adapted to local conditions, the essence of a much more effective and economical driver's license examination are herein described. ★★★

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Edited by ROBERT D. STEEL

Indicated Research in the Field of Deception Detection

By Dr. V. A. Leonard

EDITOR'S NOTE: *It is a privilege and perhaps a responsibility of the editor of a professional Journal to set the example for potential authors and contributors by doing an article himself on occasion. In the following article, it is a pleasure to direct the attention of the reader to the challenge of research in an important area of criminal investigation—the field of deception detection.*

THE records show a long trail of research in the application of scientific method to the detection of deception. Trovillo and others have brought together an account of the contributions of workers in this subject area extending as far back as the early 1800's and even earlier. The names of Erlanger, Galton, Lombroso, Mosso, Munsterberg, Marston, Benussi, Burtt, Vollmer, Larson, Lee and Keeler, among others, now occupy a permanent place on the register of those whose work has paved the way for scientific interrogation.

From the record, it appears that research effort in this field reached a peak during the years from about 1930 to 1939 and then declined sharply to stabilize at a relatively low level, so far as output is concerned. Evidently, the appearance of improved instruments such as the Keeler Polygraph, Stoelting Deceptograph and others, together with the development of successful techniques for their use, created for us the illusion that the job was done.

Today, the performance record of the polygraph and its associated techniques merit respect and confidence in the general area of criminal justice administration, as well as in other fields of application where the polygraph is playing an increasingly important role.

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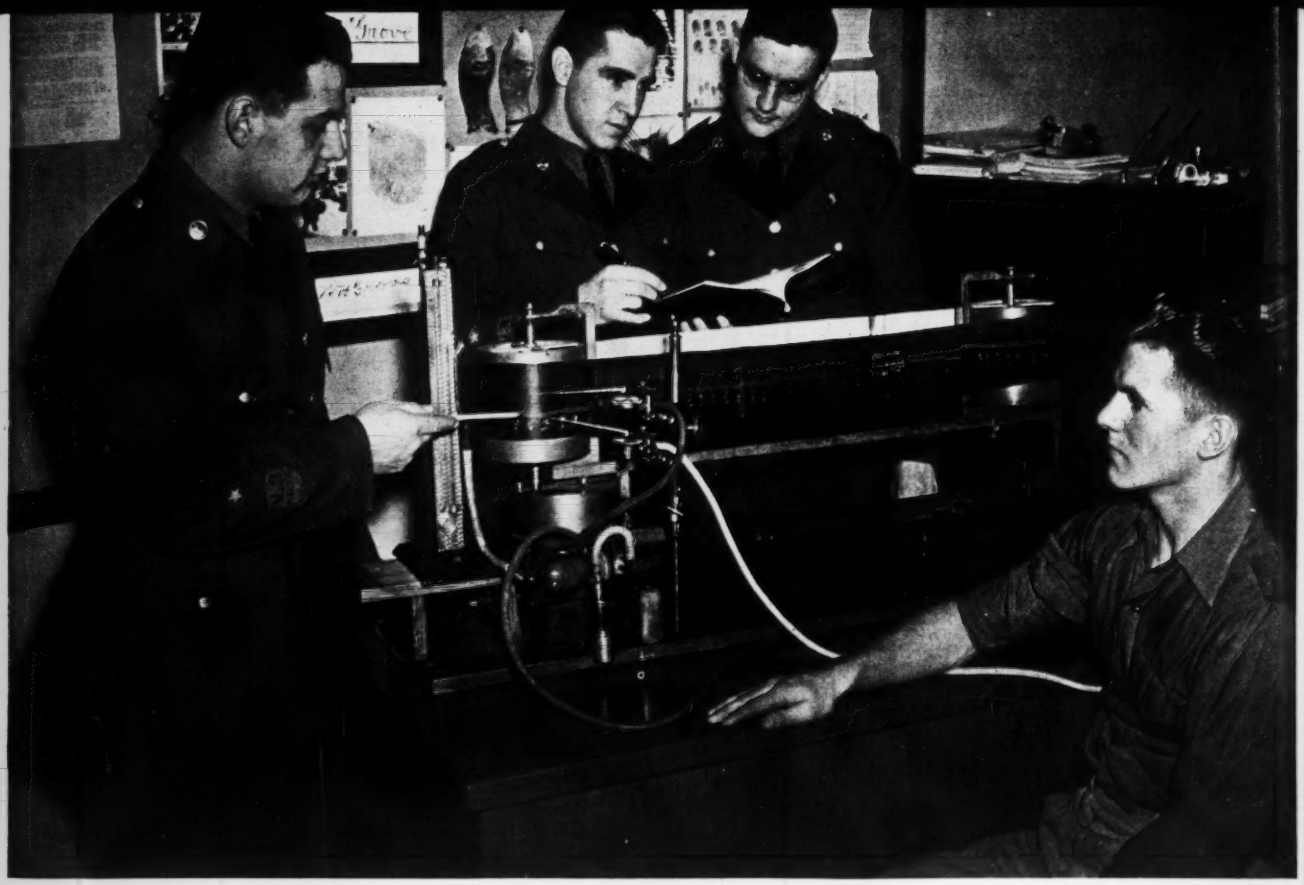
As in every scientific discipline, however, the number of problems awaiting research attention presents a real challenge to the best talent in our field and to the universities and colleges of this country.

Time will not permit any attempt to make a total inventory of the research opportunities presented by that involuntary mustering of internal forces, as the defense mechanism of the individual goes into play to meet the threat of discovery and exposure in a polygraph test. A few illustrations, however, may serve to indicate the nature and extent of the work yet to be done.

Among other things, the physiological phenomena that follow in the wake of emotional activity need to be more fully explored and tested in the research laboratory. It may well be that some of these collateral phenomena have potentially a greater diagnostic value than blood pressure and respiration in the detection of deception. The electrical expressions of the emotions, including minute fluctuations in body electric currents, electrical signs of nervous activity, directional resistance changes in the skin, electrical capacitance of living tissue, conduction time of the heart and electrical activity in the brain, invite the attention of the research worker in further confirming their correlation with the emotional pattern. The application of principles involved in the design and operation of the electroencephalograph and the electrocardiograph merit full exploration. The neurophysiology as well as the chemistry and physics of the psychogalvanic reflex require further research attention.

A considerable amount of work has already been done in the general area of body temperature fluctuation. This characteristic, together with thermal tem-



Police Science students inspecting the original Larson "lie detector" when it was on exhibition at the State College of Washington. This was the first such instrument to be used professionally by the police in criminal investigation. The chart record on the drums is from an actual criminal case. Built of old microscope parts and other available materials by Dr. John A. Larson, pioneer in the field, it saw veteran service. During the time the author was an officer in the Police Department of Berkeley, California, he saw this instrument used in hundreds of criminal cases and with convincing results.

perature gradients of the skin and other related phenomena, suggest additional avenues of research.

Blood chemistry and the chemistry of other body fluids are recognized possibilities in the constellation of factors which may be indicative of deception. Capillary expansion and contraction, and volumetric changes in blood supply at different points of the body have long since been noted as a part of the individual's adjustment to a threat in the present situation, and research may yet find a way to harness these phenomena to deception test techniques.

Sonic recording of the heart and respiration merit careful exploration. It is highly possible that the several components of the sound complex of the human heart, as well as respiratory sounds may, through the use of modified oscillographic recording apparatus show a direct correlation with the emotional pattern.

In recent years, the field of electronics has opened up new areas of investigation on the road to further refinement of polygraph instrumentation and technique. In the Division of Industrial Research at the State College of Washington, under the direction of Professor Homer J. Dana, Director of the Engineering Experiment Station, and in collaboration with the Department of Police Science and Administration, research projects have been under way for the past three years which may ultimately suggest some modification in polygraph engineering design. As a result of this research, performed in the main by Mr. Claude C. Barnett, a graduate student in physics, instrumentation has been developed which will produce a continuous curve recording on blood oxygenation, pulse wave velocity as a function of blood pressure, and electrical impedance changes in the body.

The results indicate that the oximeter and impedance plethysmograph offer extremely interesting possibilities in the continuous recording of blood pressure fluctuations without the use of the conventional blood pressure cuff. In experimental tests, correlations have been established between changes in the three factors just mentioned and the emotional content of the situation through which the subject may be passing at the moment. These projects are continuing and others may be undertaken as a part of the contribution of the State College of Washington to research in this field.

Research dealing with the problems of deception detection is also under way at other educational institutions. Universities and colleges with their laboratory resources in the biological, physical and social sciences, are in an exceptional position to undertake research

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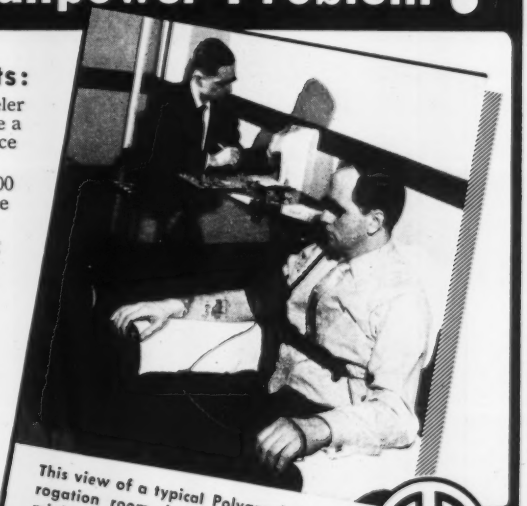

This view of a typical Polygraph interrogation room shows examiner determining truth or falsehood of subject's responses to questioning.

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contributions in this professional field. One of the important services the Academy for Scientific Interrogation can perform is to serve as a clearing house through which research operations and results can be reported and disseminated to the profession.

Further analysis of respiratory criteria as an index to deception, and study of anger, anxiety and fear mechanisms, together with their effect on test results, are indicated. We need to factor still further the psychology and physiology of deception. The psychiatric aspects of interrogation require continued research attention. The use of polygraphic techniques in detecting mental aberrations and as a useful tool in the diagnosis of mental illness, add to the research opportunities in this field.

Chart interpretation offers a many pronged research project of major proportions directed toward reducing still further the margin of error in lie detection. Perhaps Burtt may have an important part of the answer and may have pointed the way in suggesting the mathematical approach through applying the significance of the difference and other statistical procedure to chart data as a means of reducing the hazards of the human factor in chart interpretation. With test conditions under rigid control, and with the continued refinement of automatic electronic computers, the time may well come when the human element in chart diagnosis may be substantially reduced.

The climate of the deception test or the test environment call for further exploration in an effort to identify and obtain a more extensive control over the variables in the test situation. Among other things, the removal of equipment and the person of the examiner from the interrogation room has been suggested as an experimental project in this particular area of inquiry. This is only one of many possibilities that invite the attention of the research worker.

Pre-test condition of the subject, formulation of test questions, fishing techniques, and the further development of new types of tests and test questions, likewise command attention. The extensive and growing use of polygraph techniques in personnel administration presents unlimited research possibilities.

At a recent annual meeting of the Academy, Dr. LeMoyne Snyder expressed the view that the next important step was academic recognition of this new scientific discipline. He said in part:

> "Now, as in any other scientific procedure, the next great step in recognition of the Lie Detector is to have a university or college of standing and repute accept it to the extent that it will offer instruction in that particular scientific field—have it mentioned as part of its equipment in its laboratories."

There was something of prophecy in the remarks of Dr. Snyder on that occasion. We have done some work at the State College of Washington in the development of a four-year curriculum in this subject area. At the

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present time, it is possible for a qualified individual to work toward a degree in police science with polygraph examination as the major area of concentration. The opportunity for study and research at the graduate level is also available. In support of this program, the Department has approximately six thousand dollars invested in polygraph instruments and accessories. Available to the student, in addition, are the equipment and facilities of the police science laboratory, as well as other laboratory resources at the institution, including chemistry, physics, physiology and psychology. There are other institutions, including the University of California at Berkeley, where this type of training is now available.

Here once again, research attention must be directed toward the content of training programs. The construction of an undergraduate curriculum in a specific subject area is a major operation and calls for the best thinking that all of us can give to the task. At this point, it might be appropriate to suggest that the Academy may become the central accrediting agency for such training programs.

There are individuals who would never make good doctors, or good lawyers, or good police officers, because the aptitude isn't there. Likewise, there are individuals who would never under any circumstances make good polygraph examiners. They may be intelligent, enthusiastic and be exposed to the best training available, and yet either fail completely or achieve only mediocre success in actual practice. On the other hand, there are those who seem to possess a natural aptitude for this type of work. As an officer in the police department at Berkeley, California, I saw two veteran detectives who had no technical training at all, do an exceptional job in the examination of suspects on the old Larson Polygraph.

The development of a scientific screening device in terms of a validated aptitude test might effect a real economy of time and effort in training programs and prove helpful in maintaining the highest professional standards in our field. The fact that the production and validation of such a test should probably be undertaken at the level of Ph.D. dissertation, should not deter us in getting under way.

In the foregoing comments are listed but a fractional part of the work that is yet to be done. Research costs money. Huge sums are spent annually in this country for research in the biological, physical and social sciences. A substantial part of these funds come from Foundations. I am satisfied that ample financial support can be obtained for organized and systematic research in our professional field. The Academy can exercise a greater influence toward this end than any one individual or institution. Under its auspices it seems reasonable to believe that a successful approach could be made to one or more of the leading Foundations and other sources for research funds. ★★★

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NEW YORK POLICE DEPARTMENT UNLOCKS AND RELOCATES CALL BOXES, INSTALLS ILLUMINATED PLEXIGLAS SIGNS TO ENCOURAGE USE BY PUBLIC

New York is one of the few cities in the country where a citizen can 'phone for police assistance without having to fumble for the right change. All call boxes under the jurisdiction of the Police Department—that is, on streets, parks, parkways and bridges (Figs. 1 and 2)—are left unlocked and can be used by anyone at any time of day or night. According to Assistant Chief Inspector Burns of the Communications and Records Division, the objective of this open call-box policy is to make the boxes more useful to the public and police alike, and to encourage people to use the boxes for their intended purpose—summoning assistance.

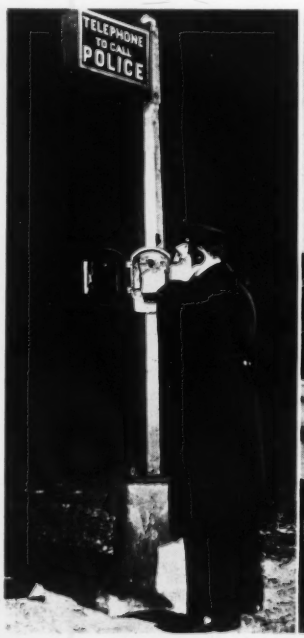
An important aspect of the program is relocating most of the department's 2,294 call boxes from their present, sometimes obscure locations on the sides of buildings, store fronts, alleys, and similar hard-to-find spots. The boxes are now being installed, at a scheduled rate determined by budget and man power, to more accessible locations, such as light posts, traffic signal poles at intersections, and on other poles belonging to the Police Department. For example, boxes have been moved out of the side streets and placed on corner light poles along the Bowery, Park Row and a 4-mile section of Third Avenue—all troublesome areas—where the boxes continually attract attention and are thus easier to locate when needed. Each call box is wired to the nearest precinct station-house and its location is registered as soon as the 'phone is picked off the hook.

Coupled with the relocation of call boxes is the installation of prominent, interior-illuminated Plexiglas signs to call attention to the boxes and to invite the public to use them. The illuminated signs are particularly valuable for locating the boxes at night. The double-faced signs, which measure 12 x 18 x 5 inches, are patterned after similar signs installed at 200 locations several years ago to designate emergency telephones on the New York City Parkways. The new call-box signs for street locations carry the legend "Telephone to Call Police," while the parkway signs read "Emergency Telephone." The signs are mounted at a 10-ft. height on the call-box post, or as close to it as possible, by means of steel straps or by bolting.

The new signs are the first of this type to be used with plastic faces by the Police Department. The earlier parkway signs were fitted with glass faces, of which, according to Chief Burns' estimate, 75 per cent had to be replaced annually because of breakage from vandalism and other causes. To avoid repeating this breakage experience with the more than 2,000 new signs, engineers of the Communications and Records Division turned to acrylic plastic, a highly impact- and shatter-resistant material, for the sign faces. Before the plastic was finally specified, several prototype signs with Plexiglas faces had to withstand a barrage of rocks thrown by members of the Division without cracking or shattering. Another requirement was satisfactory resistance to combustion which was tested by subjecting the acrylic plastic to a direct blowtorch flame. According to Chief Burns, an acrylic plastic face supported slow combustion only as long as it was in direct contact with the flame, but extinguished itself as soon as the flame was removed.

The breakage rate on the new signs has been running about one a year. As a result, the program has been extended to replace the old glass-face signs with Plexiglas as breakage occurs. The sign faces are fabricated from ¼-inch thick clear Plexiglas sheet, manufactured by the Rohm & Haas Co. of Philadelphia, Pa. The interior surface of the sign face is sandblasted to diffuse the light from the two internal 32-watt bulbs uniformly through the face. The translucent surface is then coated with heat-resistant black paint to produce an opaque background for the translucent lettering. The frame for the sign is formed from grey-enameled 16-guage aluminum. Contracts for the fabrication of the signs, awarded by public letting, are presently held by Artkraft Strauss Sign Corp. and Frink Corporation.

The program of relocating call boxes and installing the illuminated signs is planned on a six-year basis to be completed in 1960-1, which entails a budget of about $50,000 a year. In scheduling the relocation work, priority is being given to the high crime-rate precincts. When asked if the open-box policy has created a false-alarm problem with pranksters, Chief Burns stated that very few such instances have occurred.



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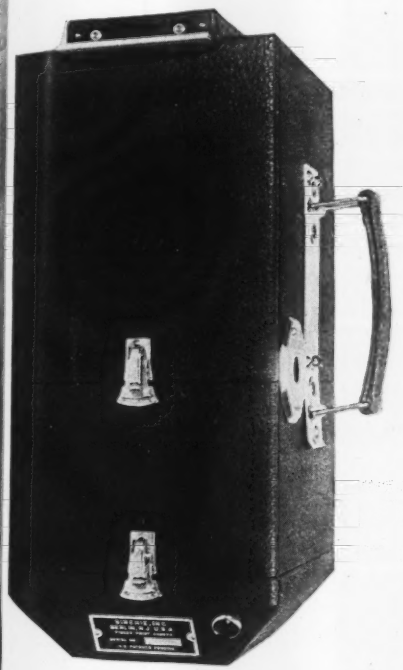

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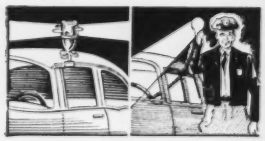

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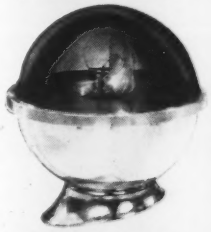

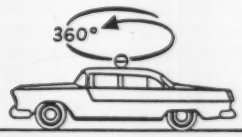

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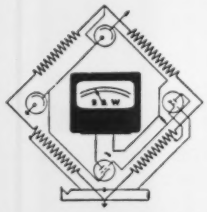

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"IMPAIRED JUDGEMENT" DUE TO ALCOHOL IS A MORE SERIOUS TRAFFIC HAZARD THAN OBVIOUS INTOXICATION

The fact that causal identification cannot be accomplished by the traditional methods of determining alcohol intoxication is the first of many fundamental reasons why they do not suffice and why chemical testing evidence must be used in many cases to prove that intoxication was due to alcohol.

Problems of proof in the field of traffic accidents have been complicated by the further fact that it is not the drunken person but the less than totally inebriated person who is the chief trouble-maker on the highways. Many accident investigations have shown that it is not the driver or pedestrian who is in an advanced state of inebriation who is the principal traffic hazard. The majority of drivers in a drunken condition go to sleep or get off the highways before an accident occurs. Nor is the drunken pedestrian a prime difficulty in the traffic stream. Rather, the problem is caused by those who have had enough to drink so as to impair their judgement, but not enough to affect their appearance markedly. These are the persons who will take chances which they normally would avoid and who fail to exhibit discertion which they otherwise would have demonstrated.

Because it is the judgement-impaired individual rather than the drunken one who is the chief source of traffic hazard, the problem of proof has been complicated accordingly. Impairment of judgement is the first of the faculties to be affected by alcohol. Often, impairment occurs before the individual has reached a point of intoxication where intoxication becomes noticable by his appearance and actions. Here, then, is a situation of critical significance. How is it possible to prove by the traditional observatory method that the judgement of a violator is impaired when the violator is not sufficiently intoxicated to demonstrate it by his behavior and appearance? In many such borderline cases no arrest is made because the arresting officer cannot be sure of the intoxication nor can he obtain reliable lay testimony to support the amount of proof required by law.

(David G. Monroe, Chairman Sub-Committee on Legal Problems of National Safety Council Committee on Tests for Intoxication.)

UNDERGRADUATE DEGREE IN POLICE SCIENCE ADDED TO NEW YORK POLICE TRAINING PROGRAM

Police Commissioner Stephen P. Kennedy of the New York City Police Department and Dr. Buell G. Gallagher, President of City College, announced today that the Bernard M. Baruch School of Business and Public Administration in affiliation with the Police Academy will offer the Bachelor of Business Administration in Police Science Degree to all qualified members of the New York City Police Department as well as personnel of other law enforcement agencies, beginning with the Fall Semester of 1957.

The approval of this offering by the Board of Higher Education provides the heretofore educational "missing link" between the existent Associate in Applied Science in Police Science degree (a two year undergraduate program), and the Master in Public Administration in Police Science Degree. It will also enable qualified police officers to pursue the Baccalaureate degree on a tuition-free basis.

As of the closing of the Spring semester 1957, nearly one thousand police men and women have enrolled in the police science program. It is expected that approximately three hundred seventy five members will enroll for the BBA in Police Science in the opening semester.

In addition to the cultural base, consisting of liberal arts courses, the police student will take credits in required background courses in economic and business subjects as well as the course in the field of specialization, namely police science. The police science courses will be taught by superior officers of the New York City Police Department who have been accredited as officers of instruction in the Bernard M. Baruch School, while the cultural base and background courses will be taught by the college teaching staff.

Commissioner Kennedy said:

"Since the inception of this program of professional police training over two years ago, we have received the most energetic support and cooperation of everyone concerned, from Mayor Wagner, the Board of Higher Education and President Gallagher down through the lowest ranking member of the College Staff. This support coupled with the very real and effective integration of the Baruch School and Police Academy faculties, has brought about an educational program which has merited the enthusiastic response reflected in the large numbers of police officers already enrolled."

"The extraordinary response to the Police Science program has created a critical space problem for both schools," Commissioner Kennedy said. "However the progress on the new Police Academy building gives hope for the alleviation of this problem in the not-too-distant future."

The new Police Academy, which will cost about six million dollars, is in the architectural planning stage, and is expected to be completed in 1959. It will be located on 20th Street between Second and Third Avenues, near the Baruch School. Provision has been made in the plans for classroom space to be used exclusively for the Police Science program.

"I'm gonna be a milkman."

'Cause the local lawmen are using ultra-violet Black Light Criminology Kits, and fluorescence. For details, Dept. A Ultra-Violet Products, Inc. 5114 Walnut Grove Ave., San Gabriel, California

EXECUTIONS DOWN IN U. S. FOR YEAR, BUREAU REPORTS

The Federal Prison Bureau reported 65 executions were carried out by civil authorities in the United States during 1956—11 fewer than in 1955 and only three more than the record low of 62 in 1953.

This, the bureau said, marked a continuation of the trend toward less fre-

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quent use of the death penalty in America.

Six states accounted for 39, or 60%, of the 65 executions. These were Mississippi with eight, Florida and Texas with seven each, Georgia and New York with six each, and California with five. One man was hanged in the state of Washington.

Of the 65, 52 were for murder, 12 for rape and one for kidnaping. The condemned prisoners included 43 Negroes, 21 whites and one American Indian, all males. Ages ranged from 18 to 59.

The bureau found the elapsed time between sentence and execution averaged one year and two months.

JUVENILE ARRESTS INCREASE

The greatest percentage in arrests by the New York City Police Department occurred *among youths and children under 16 years of age.* There were 8,714 arrests for juvenile delinquency in 1956 as compared with 6,578 arrests during 1955, an increase of 32.5%. Offenses which would amount to misdemeanors if committed by adults showed a somewhat greater increase than those in the felony category. Misdemeanor arrests rose from 2,784 in 1955 to 3,866 in 1956, an increase of 38.9%, while those of the felonly category rose from 3,794 in 1955 to 4,848 in 1956, an increase of 27.8%.

The proportion of males and females arrested for juvenile delinquency remained the same in 1956 as in 1955. In 1956, 7,695 boys and 1,019 girls were arrested for juvenile delinquency. Boys constituted 88% of the arrest and girls 12%.

Specific offenses for which there were large increases in arrests of juveniles were as follows: Arrests for possession of dangerous weapons, both felony and misdemeanor rose 92.1%; unlawful assembly, 54.6%; felonious assault, 36.9%; grand larceny auto, 36%; burglary, 15.3%. Crimes against property constitute the most common offense among juvenile delinquents. There were 3,533 youngsters arrested for these crimes in 1956 as against 2,945 in 1955, an increase of 20%. There were 813 arrests for crimes against the person as compared with 599 in 1955, an increase of 35.7%. Twenty-eight juveniles were arrested for narcotic offenses in 1956, as compared with 16 in 1955.

$50,000 TO TRAIN SAFETY EDUCATORS

The Wisconsin Mutual Insurance Alliance will invest $50,000 at the University of Wisconsin during the next three years to increase the number of teachers annually prepared for safety education.

RADIO HEADQUARTERS FOR FLORIDA TURNPIKE

Control console for Sunshine State Parkway radio system is at the turnpike's communication headquarters at McArthur, Fla. Ultra-modern radio network, engineered by the General Electric Communication Products Department, links twenty-six patrol cars and twenty-six maintenance vehicles with toll plazas and administrative personnel from Miami to Fort Pierce.

DEARBORN BEGINS FIRE-POLICE INTEGRATION

A *New York Times* dispatch reports that the first step in the integration of fire and police forces in Dearborn, Michigan, has been taken with authorization from the city council to buy twenty-four station wagons. The cars will be operated twenty-four hours a day as combination fire and police patrol cars and will replace twenty police patrol cars now in use. The station wagons will carry two-way radios, fire extinguishers, gas masks, and other public safety equipment. The cars will be manned by selected policemen and firemen who have received special training in each other's duties, and all recruits for police and fire work will be trained in both types of operations. The three fire stations in the city will be manned only by a skeleton force of firemen to maintain equipment and drive to the scene of fires. One of the twenty-four station wagons always will be patrolling within one mile of any possible fire. Policemen and firemen taking the specialized training will receive additional annual pay of $100 for policemen and $200 for firemen. Current salaries for Dearborn policemen start at $4,700 per year to a maximum of $5,405; firemen start at $4,600 per year to a maximum of $5,305.

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INDEX TO ADVERTISERS

Advertisers	*Page*
Aluminum Plumbing Fixture Corp.	62
American Munitions Co.	65
The W. H. Anderson Co.	28
Associated Research, Inc.	57
B. & W. Associates	64
Badger Shirt Company	22
Black Light Corp. of America	64
Browning Arms Company	46
Bloomberg	Back cover
Carter Motor Co.	49
Chrysler Corp., Dodge Division	4
Creighton Shirt Company, Inc.	24
Douglas & Sturgess	58
Eastman Kodak Company	59
E & J Manufacturing Company	2
Faurot, Inc.	67
Federal Sign & Signal Corporation	3
Ford Motor Company	6
Graflex	27
M. A. Halligan	53
Industrial Radio Corp.	48
John S. Lehman	26
Microchemical Specialties Co.	33
Miles Reproducer Co., Inc.	44
Municipal Street Sign Co., Inc.	38
New York Institute of Criminology	66
Nielsen-Rionda, Inc.	54
Peerless Handcuff Company	23
Police Journal of London	16
S. H. Richards Co.	66
Sirchie	61
The Sireno Co., Inc.	62
Stephenson Corporation	17
C. H. Stoelting Company	47
Trippe Manufacturing Company	63
Wentworth-Forman Co., Inc.	58, 63

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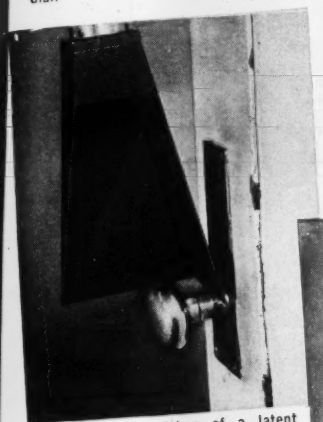
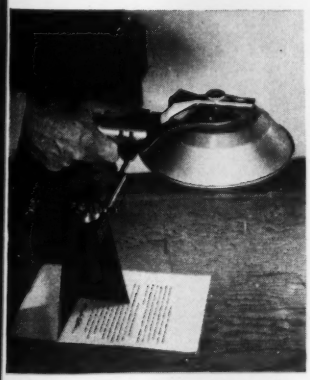
Photograph being taken of latent finger prints on the convex surface of a safe dial.

Reproduction of photograph as taken above (⅜ of original size).



Photograph being taken of a latent finger print on a door knob spindle.

Reproduction of photograph as taken on left (⅜ of original size).



Photograph being taken of typewritten matter and signature.

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